

# General Plan

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Pleasant Hill, CA  
November 1990

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# General Plan

Development Document

Planning & Zoning Commission

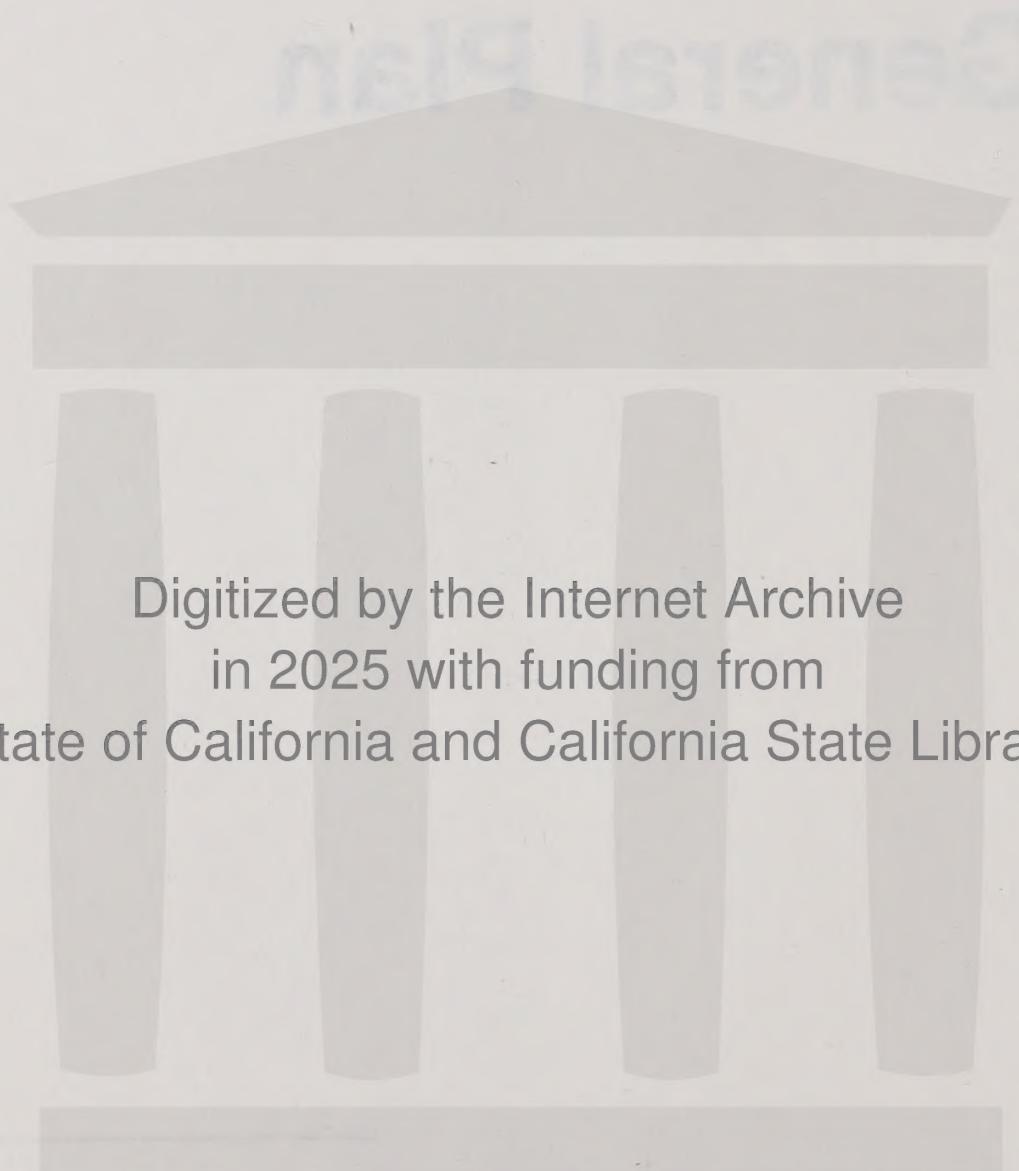
City Council

Planning Department

Community Development

Planning Department

Pleasant Hill, CA  
November 1990



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# General Plan

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# Chapter I: Introduction

## What is the Pleasant Hill General Plan?

A General Plan is the official document used by decision makers and citizens to guide and interpret the City's long range plans for development of land and conservation of resources. All California cities and counties are required by State law to have a general plan that addresses seven specific topics, called elements, which include: Land Use; Transportation; Housing; Open Space; Conservation; Safety and Noise. General Plans may also include optional elements such as air quality.

The General Plan must contain a land use map which describes the location and boundaries of each land use designation such as Light Industrial, Single Family Residential or Park and the specific restrictions that apply to each designation. In addition, the Plan contains adopted policies and supporting information adequate to make informed decisions concerning future change in the community. The Plan identifies methods for improving public facilities and services to meet the anticipated growth, and establishes a framework within which the City's zoning, subdivision and other land use regulations are implemented.

## Development History

Pleasant Hill began as a ranching and agricultural settlement on land granted from the Mexican Government. Population growth was very slow as the original grant parcels were divided and ranching and farming remained the dominant land uses. The Roger's farmhouse and barn are the oldest surviving structures in the City and date from this period [1860].

The earliest recorded residential subdivisions appeared 60 years later between 1920 and 1930 on the south side of Gregory Lane west of Contra Costa Boulevard and north of Geary Boulevard west of Putnam Boulevard.

The Great Depression and World War II slowed development activity, but large scale residential development began immediately after World War II with Pleasant Acres [1946], Poet's Corner [1947], Pleasant Hill Homesites [1946], Fair Oaks [1950], Sherman Acres [1950], Pleasant Manor [1945-54], Gregory Gardens [1949-50], College Park [1949-54], Strandwood Estates [1946] and others. Most of these subdivisions were on flat ground in close proximity to established travel routes. The streets were relatively narrow and storm drainage was above ground.

In 1961 Pleasant Hill incorporated as a city. The first General Plan, adopted in 1962, envisioned a population of 60,000. After incorporation, with large acreages of flat land relatively scarce, residential development spread into the hills above what is now Taylor Boulevard and into the northwest quadrant of the City. Morello Avenue and Elderwood Drive were established at this time.

Significant townhouse, condominium, and apartment development began in 1969-70 with the construction of projects such as Ridgeview, Camelback, Tres Lagos, and Rolling Green, changing the City from a community almost exclusively comprised of single family detached houses. Chilpancingo Parkway [formerly known as Concord Avenue] was created to serve new multiple family development.

Despite substantial residential development since city incorporation, the population envisioned by the first General Plan has not been realized. While the number of dwelling units increased by 3,191 between 1970 and 1980, total City population increased by only 515 persons. This was attributable to a decline in average family size from 3.5 persons per household in 1970 to 2.51 in 1980.

Improvements to the regional transportation system, including BART, I-680 and Taylor Boulevard, occurred during the late 1960's and through the early 1980's. These improvements have substantially affected planning in the City and changed the type and intensity of development surrounding Pleasant Hill.

The Pleasant Hill Commons and Schoolyard Redevelopment Areas were established with adopted specific plans during 1974-87. During this period and in the early 1980's many elements of the General Plan were revised to take into account changes in land use occurring in the City, central Contra Costa County and throughout the Bay Area.

This General Plan follows a period of intense public concern over land use issues culminating in the approval of the Measure B Initiative in June 1986. It affected residential rezoning, office development and extension of the redevelopment agency boundaries. The initiative remains in effect until 1996.

## ***Public Participation***

A City's General Plan needs to reflect the values and concerns of the City's inhabitants. Attitudes towards growth, the role of the downtown and environmental protection have changed significantly since the previous revision of the General Plan. For these reasons, an extensive public participation program was carried out throughout each phase of Plan preparation. The policies and programs in this Plan, which evolved from extensive citizen participation, and consultation, provide the blueprint for a new vision for the future of Pleasant Hill.

Public participation was initiated through a community survey designed to obtain the views and concerns of residents and business people in Pleasant Hill. The results of the survey, along with a discussion of general plan issues, and environmental and economic constraints, were subsequently published in a special issue of the City newsletter, the Outlook, distributed to households and businesses in the community.

Once this baseline information was made available to the public, the City Council appointed the General Plan Resource Committee [GPRC]. The GPRC was composed of representatives from each of the City's commissions and boards. The GPRC met with community groups and homeowners associations throughout the City to discuss General Plan issues and concerns. Subsequently, three plan alternatives were developed and presented in a second special issue of the Outlook, prior to several town hall meetings.

The Planning Commission has held over 34 public meetings on various aspects of the General Plan. For those unable to attend meetings, a 24-hour General Plan Hotline was set up to record comments and suggestions. The Draft General Plan and accompanying Environmental Impact Report [EIR] which evaluates the effects of the proposed Plan, were circulated for public comment and discussed at length at public hearings prior to adoption of the Plan by the City Council.

## ***The Planning Area***

The General Plan applies to both public and privately owned land within the City's boundaries and its Sphere of Influence comprising approximately 8 square miles. The Sphere of Influence is unincorporated land representing the ultimate future boundaries of the City. Although this area is currently under County jurisdiction, it is affected by planning decisions made by the City. The County is not bound by Pleasant Hill's General Plan policies for the Sphere of Influence which are, by nature, advisory.

## How to Use this General Plan

The General Plan will be used by the City Council, the Planning and Architectural Review Commissions to guide land use and planning-related decisions. The City's staff will use the Plan on a day-to-day basis to administer and regulate land use and development activity. The public can use this Plan to understand Pleasant Hill's approach to land use planning and the community's standards with regard to urban design, conserving natural resources, future developments and neighborhood conservation.

The General Plan is divided into chapters, corresponding to the following plan elements: Land Use; Transportation; Housing; Open Space, Parks, and Conservation; Air Quality; Community Health and Safety. Each chapter starts with a discussion of purpose, existing and future conditions and the goals of the City as they relate to the chapter. These are followed by a brief overview and analysis of the major factors related to the issues and goals. At the end of each chapter are policies and implementation programs that will guide the City's actions during the life of the Plan. Goals, policies, implementation programs and standards are defined below:

*A goal is a general expression of community values. It indicates, in a general manner, an ideal future or condition to which planning efforts are directed.*

*A policy is a specific statement that guides decision making and how a goal will be implemented and may include standards, objectives, maps or a combination of these components. It indicates a clear commitment by the City Council.*

*An Implementation Program is a specific action, procedure or technique to carry out policies of the General Plan.*

*Standards are policy statements which include a specific quantitative measure of performance.*

The text of the Plan should be considered in relation to the Land Use Map. The boundaries of land use designations shown on this map are based on existing land use patterns and natural and man-made features. They are not precise legal boundaries. The Zoning Map provides the precise legal boundaries of the Zoning Districts which are consistent with the underlying General Plan Land Use designations.

The organization and different topics covered by the General Plan are indicated by the Table of Contents. Many of the technical terms used in the Plan are defined in the Glossary. Detailed statistical information and background reports are available as a separate technical appendices to the Plan and include: the Community Survey; the Master Environmental Assessment [MEA]; Fiscal and Economic Impact Analyses; Background Reports on Plan Alternatives for the Downtown and Schoolyard Areas; and the Pleasant Hill Recreation and Park District's Master Plan.

## ***Intent of the Plan***

The General Plan takes a long range and comprehensive perspective to the year 2005. It also addresses immediate land use related problems. Since the City is over 95% built out, future development will take place primarily in the Downtown and Schoolyard redevelopment areas, and on infill lots scattered throughout the City. Several trends will affect the City in the future:

- There will be a continued and significant increase in urbanization and population of central Costa Contra County;
- Demographic shifts will result in a doubling of the senior population by the year 2005 and a continued decrease in the average household size;
- Employment will increase, as this region becomes more of an office and commercial center;
- The number of housing units built in Pleasant Hill will increase slowly as the City reaches build-out despite a continued strong demand for housing; and
- Traffic congestion will become an increasingly serious problem along the entire I-680 corridor.

The General Plan is intended to be flexible enough to allow for future change but sufficiently specific to inform citizens and decision makers of City land use policies for individual properties. Social programs of city-wide concern are not addressed by the Plan, namely, childcare, crime prevention, and recreation. Further, it should be emphasized that autonomous districts provide fire protection, water, sewer, and parks and recreation services in the City.

There are five major proposals in this Plan:

1. Maintain and enhance the general low-density character of existing residential neighborhoods;
2. Change the appearance of the Downtown by establishing a definable sense of place and a civic focus through the development of a mixed use commercial retail center and the implementation of Urban Design Standards;
3. Concentrate regional through traffic onto the I-680 Freeway and major thoroughfares, rather than on smaller local streets;
4. Maintain the quality of the existing housing and provide additional housing for seniors, low, moderate and middle-income households; and
5. Continue to provide a generous amount of open space, parks and trails for the entire community while ensuring added protection for the City's remaining natural resources.

## ***Environmental Impact Analysis***

Adoption of a general plan constitutes a project under the California Environmental Quality Act [CEQA]. An Environmental Impact Report [EIR] and Addendum have been prepared which examines the effects of the General Plan on the community. The Master Environmental Assessment and the EIR/Addendum together provide the required environmental information and analysis. Mitigating measures suggested in the EIR/Addendum were incorporated as policies and implementation programs in the General Plan.

# Chapter II: Land Use Element

## ***Purpose of the Land Use Element***

The Land Use Element has the broadest scope of all the mandatory General Plan Elements. It provides an overview of land use characteristics, goals, policies and implementation programs for achieving the City's land use goals to the year 2005. The Land Use Element presents the policies in conjunction with *Map II-1: Land Use Designations* [located in a separate folder] indicating the planned location, amount and intensity of residential, commercial, industrial development, and public and open space lands. The policies of the Plan should be considered in relation to the land use map to assess the City's future conservation and development goals. This map is a general graphic expression of the City's intentions for a desirable land use pattern throughout the Planning Area and is designed to be sufficiently flexible to permit changes in land use over time while maintaining overall consistency with the General Plan's goals and policies. In addition, this Element contains Urban Design Standards specifically to facilitate the creation of a civic focus Downtown. The goals of the Land Use Element relate directly to the other elements, and for this reason some overlap occurs between this and other General Plan elements.

## ***Existing and Future Conditions***

This section summarizes existing land uses in the different areas of the City and in the Sphere of Influence. The discussion of future land use is organized according to the two basic land use types; residential and non-residential.

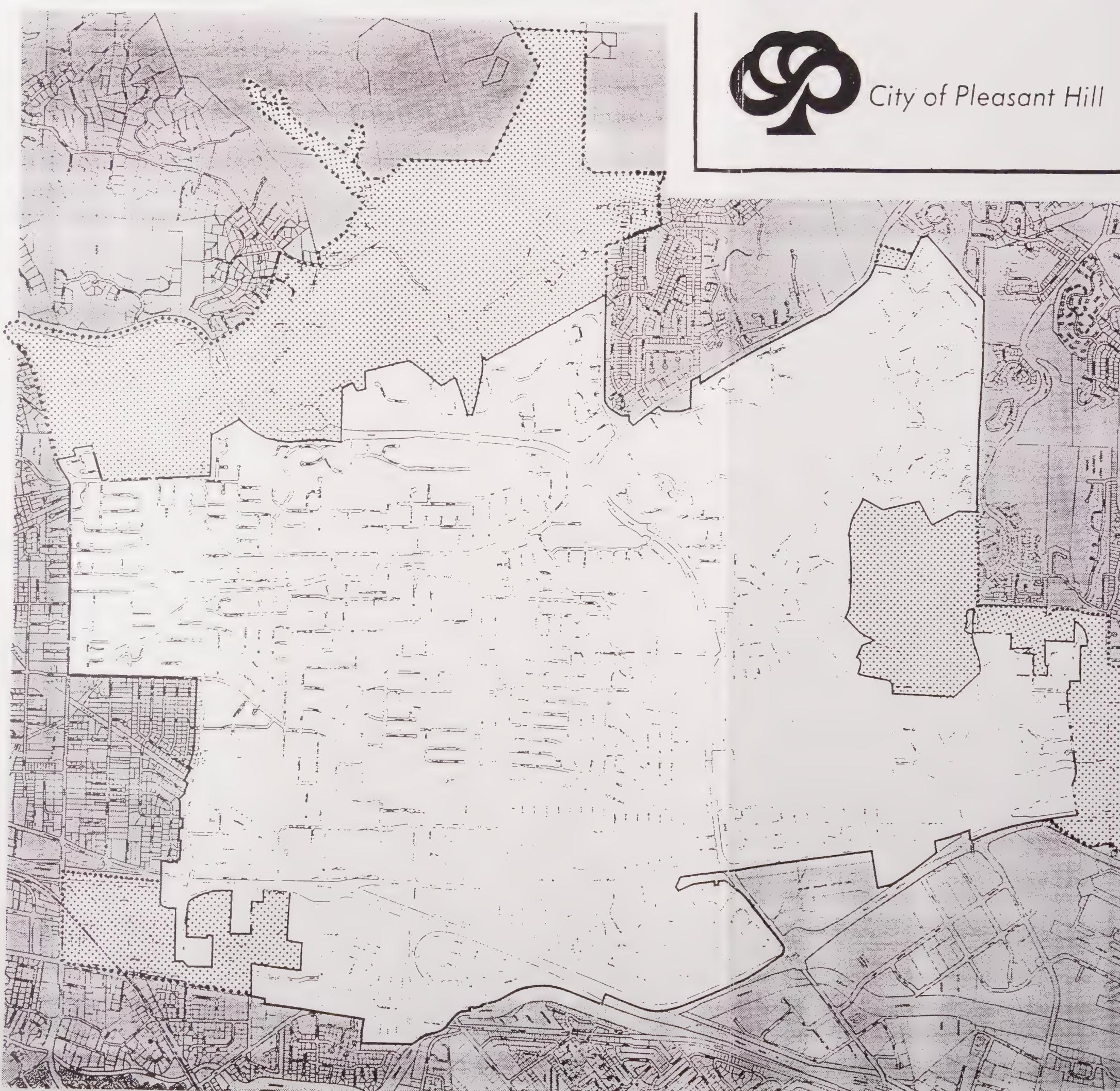
### ***Existing Conditions: Citywide***

Pleasant Hill's first General Plan was adopted in 1962, one year after the City was incorporated. This original General Plan has guided the City's development from its beginning as a small suburban community of 15,000 people in 1960 to the present. The population projections made in this General Plan were high, predicting a 1988 population of 55,000, whereas this figure was, in fact, 30,672 in 1988.

Pleasant Hill is now over 95% built-out. Future expansion of the City's boundaries is limited because it is surrounded by the cities of Martinez, Walnut Creek, Lafayette, and Concord, as well as a highly urbanized portion of the County-Pacheco and the Pleasant Hill BART Station area. Future population growth will be limited to the few parcels of vacant land in the City's periphery and Sphere of Influence, and to projects located within the two redevelopment areas.

The breakdown of the different land uses by area is indicated in *Table 1 and Figure 1: Existing Land Uses in Pleasant Hill*. The single largest use in Pleasant Hill is residential, comprising 72% of the City's total planning area of 8 square miles. Single family homes cover 62% of the overall area, clearly indicating that Pleasant Hill's primary role to date has been a suburban residential community. There are numerous residential neighborhoods such as Poet's Corner and Gregory Gardens with definable character corresponding to the date of their development.





City of Pleasant Hill

MAP II - 2

**City of Pleasant Hill and  
Sphere of Influence**

City Limits

Sphere of Influence

MAP II - 2



NORTH

PAGE 11-2



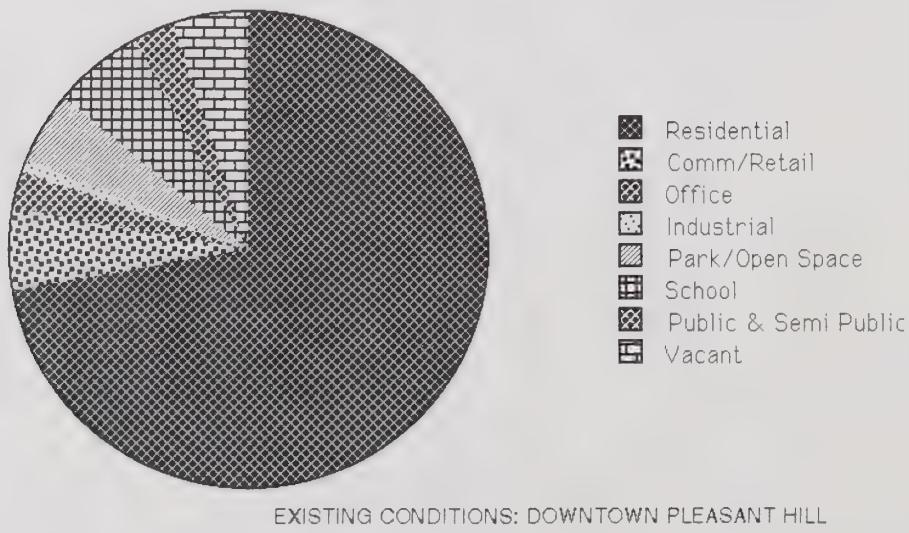


TABLE 1: EXISTING LAND USES IN PLEASANT HILL

Land Use	Total Net Acres	Percent of Total
Residential		
Single Family	2,495.6	62.2
Multiple Family	397.1	9.9
Mobile Home	4.4	0.1
Retail Commercial	225.1	5.6
Office	90.8	2.3
Industrial	36.1	0.9
Semi-Public & Institutional	45.1	1.1
Public Park/Open Space*	206.5	5.2
Public School	245.7	6.1
Public Facilities	57.1	1.4
Vacant	204.0	5.1
Total	4,007.5	100.0%

SOURCE: ENVIRONMENTAL SCIENCE ASSOCIATES, INC. \* OPEN SPACE INCLUDES PRIVATELY-OWNED OPEN SPACE AREAS MAINTAINED BY A HOMEOWNER'S ASSOCIATION.

FIGURE 1: EXISTING LAND USES WITHIN CITY



Downtown Pleasant Hill is bounded by Cleaveland Road to the west, Boyd Road to the south, I-680 to the east, and Woodsworth Lane to the north. The Downtown is relatively underdeveloped for a city which is nearly built out. It does not have a distinctive character that provides a civic focus. The existing land use mix described in *Table 2: Existing Land Uses in Downtown* indicates that 10.8% of the Downtown remains in single family homes, and less than half of the area is in commercial/retail uses. Office uses comprise 8% of the total area of the Downtown.

TABLE 2: EXISTING LAND USES DOWNTOWN

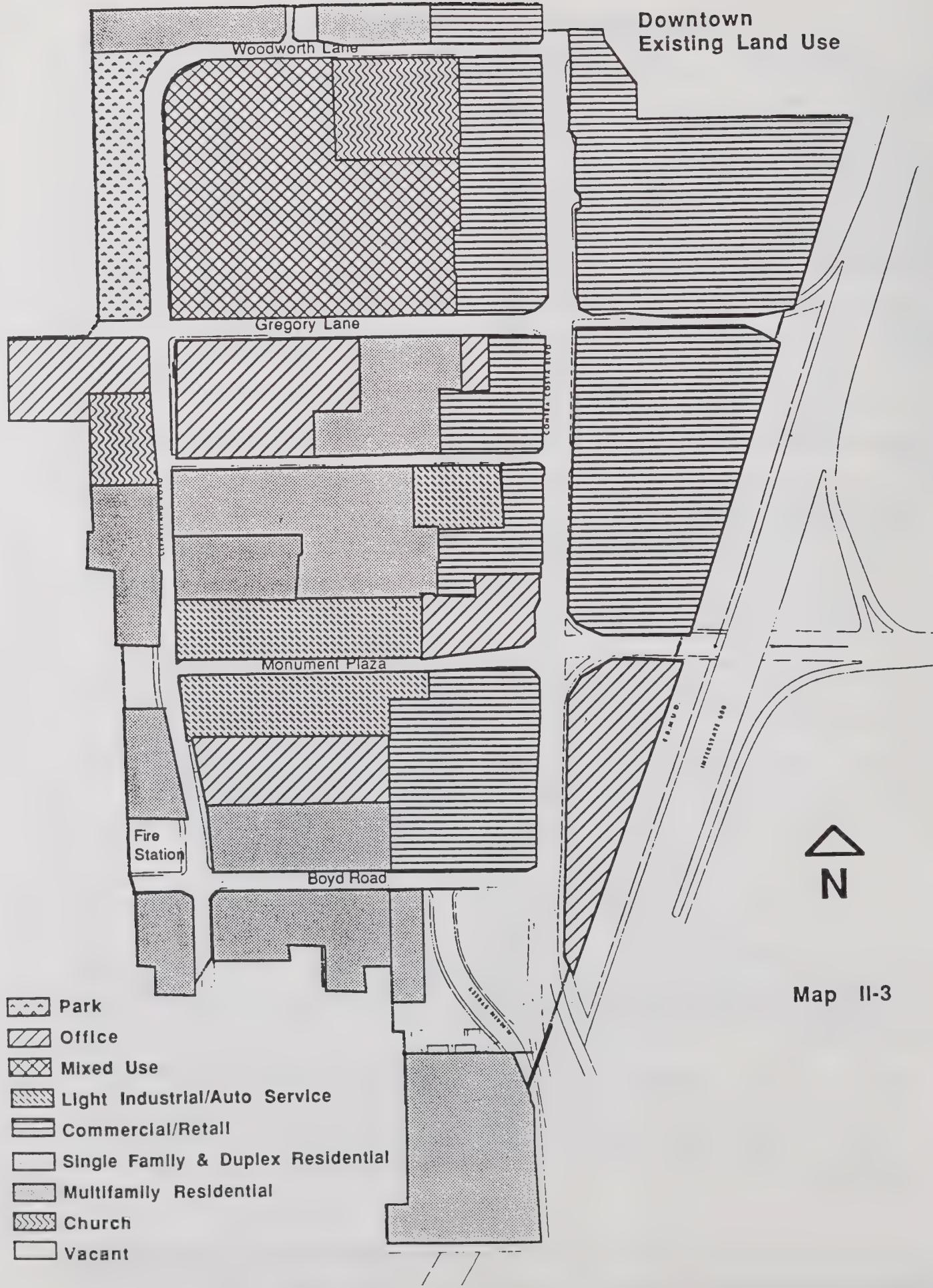
Use	Area (Net Acres)	Percent of Total
Residential		
Single Family	10.2	10.8
Multifamily	24.1	25.8
Commercial/Retail	40.6	42.8
Office	7.7	8.1
Semi-Public & Institutional	3.4	3.6
Public Facility	2.3	2.4
Park	2.3	2.4
Vacant	4.3	4.5
Total	94.9	100%

SOURCE: MASTER ENVIRONMENTAL ASSESSMENT, PAGE 16. ENVIRONMENTAL SCIENCE ASSOCIATES, INC.

Important characteristics and constraints of the current land use pattern Downtown are summarized below:

- The Downtown core area has highly developed areas, such as Two Worlds and the Terraces Office Building, intermixed with scattered vacant lots and parking lots serving individual retail/commercial buildings. The streetscape is uneven and unfocused in appearance. The majority of buildings are single story in height, with no unifying identity or interesting features.
- The Downtown is divided by Contra Costa Boulevard, a heavily travelled four-lane roadway, which provides ill-defined key points of entry or 'gateways' to the city at Gregory Lane and from the northbound I-680 off-ramp at Boyd Road.
- Although Contra Costa Boulevard has no coherent visual identity and is largely comprised of strip development, with auto-service related uses, small retail outlets and restaurants, it constitutes an important focus for commercial activity in Pleasant Hill, and is the 'retail spine' for the Downtown area.
- The two blocks on either side of Trelany Road are characterized by smaller, irregularly shaped lots with a mixture of land uses not appropriate for the Downtown business core, such as older single family homes, light industrial and auto-related uses.
- Light industrial, warehouse and auto-related uses located along both sides of Monument Plaza are neither desirable nor characteristic of the Downtown core of a city.
- The area south of Boyd Road facing North Main Street is in transition, awaiting re-alignment of North Main Street and construction of a new on/off-ramp to I-680. These improvements will create additional buildable area for commercial/retail uses but with reduced vehicular access from Contra Costa Boulevard.
- Multifamily residential uses are concentrated along Cleaveland Road, while older single-family homes are found predominantly on Trelany Road and on the north side of Woodsworth Lane. The Two Worlds mixed-use development with 150 units occupies most of the block north of Gregory Lane.
- The Downtown is not pedestrian-oriented. Contra Costa Boulevard constitutes a major barrier to pedestrian traffic. Pedestrian crossing can occur only at intersections which are 450 to 550 feet apart. Night lighting in the core area is vehicular-oriented, with high and very bright cobra-type fixtures. Apart from Pleasant Hill Plaza, a self-contained shopping center, there are few land uses which promote pedestrian travel. People generally drive from one destination to another in the Downtown.

Downtown  
Existing Land Use



Map II-3

## Existing Conditions: The Schoolyard Area

Schoolyard Area includes the Schoolyard Redevelopment Area and the Pleasant Hill High School site. While Pleasant Hill High School is located outside of the Schoolyard Redevelopment Area boundaries, it was included in this Planning Area since it is adjacent and functionally related to planning decisions made for this part of the City. There are a total of 87.5 acres within this Planning Area; 62.5 acres of land within the Schoolyard Redevelopment Area and 25 acres at the Pleasant Hill High School site.

The existing land uses in the Schoolyard Area reflect the type and intensities of suburban development characteristic of the first years in Pleasant Hill after WW II. The existing land uses in the Schoolyard Area are summarized below.

TABLE 3: EXISTING LAND USES IN THE SCHOOLYARD AREA

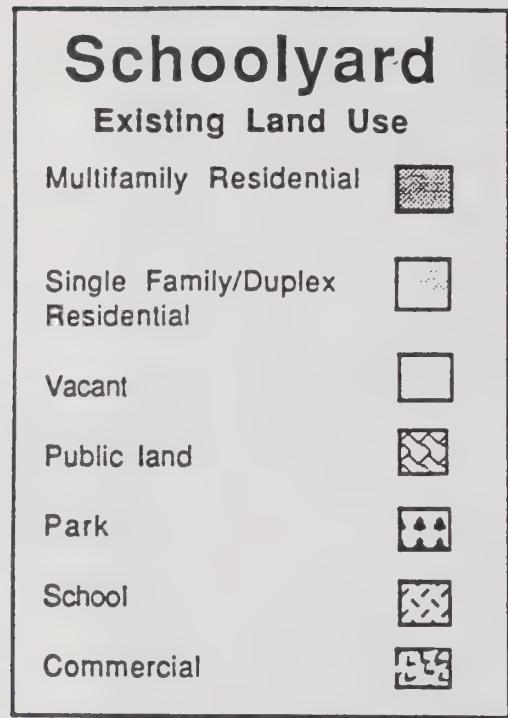
Use	Area (net acres)	Percent of Total
Residential		
Single Family	15.3	15.2
Multifamily	13.1	13.0
Mobile Home	0.2	-0-
Retail/Commercial	5.3	5.3
Office	0.6	0.6
Park	11.7	11.7
School	44.1*	44.0
Vacant	10.0	9.9
Total	87.5	100.0

\* SOURCE: ENVIRONMENTAL SCIENCE ASSOCIATES AND PLEASANT HILL REDEVELOPMENT AGENCY. THE MT. DIABLO UNIFIED SCHOOL DISTRICT (MDUSD) COMPRISSES THE FORMER PLEASANT HILL HIGH SCHOOL SITE PLUS THE PARK AREA (DEVELOPED AND MAINTAINED BY THE PLEASANT HILL PARK & RECREATION DISTRICT) IS A TOTAL OF 47.2 ACRES. OF THIS FIGURE, 11.7 ACRES IS SHOWN AS PARK IN THE ABOVE TABLE. THE REMAINING 35.55 ACRES OF MDUSD LAND PLUS THE COUNTY-OWNED FORMER OAK PARK ELEMENTARY SITE OF 8.55 ACRES COMPRISSE THE 44.1 ACRES AS SCHOOL IN THE ABOVE TABLE.

The largest single land use within the Schoolyard Area is the former Oak Park Elementary School and the Pleasant Hill High School, both now occupied by interim educational uses. The single-family homes in this area are, on the average, over 30 years old. The multifamily and senior apartment units have been constructed within the last ten years. Residential uses occupy one-third of the Schoolyard area. An 11-acre park is adjacent to the PHHS site.

The Schoolyard area is bordered by predominantly R-10 zoned land with single-family homes on 10,000 sq. ft. lots, while to the east is the East Bay Municipal Utility District (EBMUD) right-of-way. The majority of the Schoolyard is characterized by older homes and unrelated commercial uses located on small parcels of land. Much of the land is under-utilized as storage space or vacant. A number of the buildings in the area between North Main, Astrid and the EBMUD right-of-way are dilapidated and require extensive renovation or replacement.

MAP II-4: EXISTING LAND USES: SCHOOLYARD AREA



PH Commons RDA

R-10 SF Residential

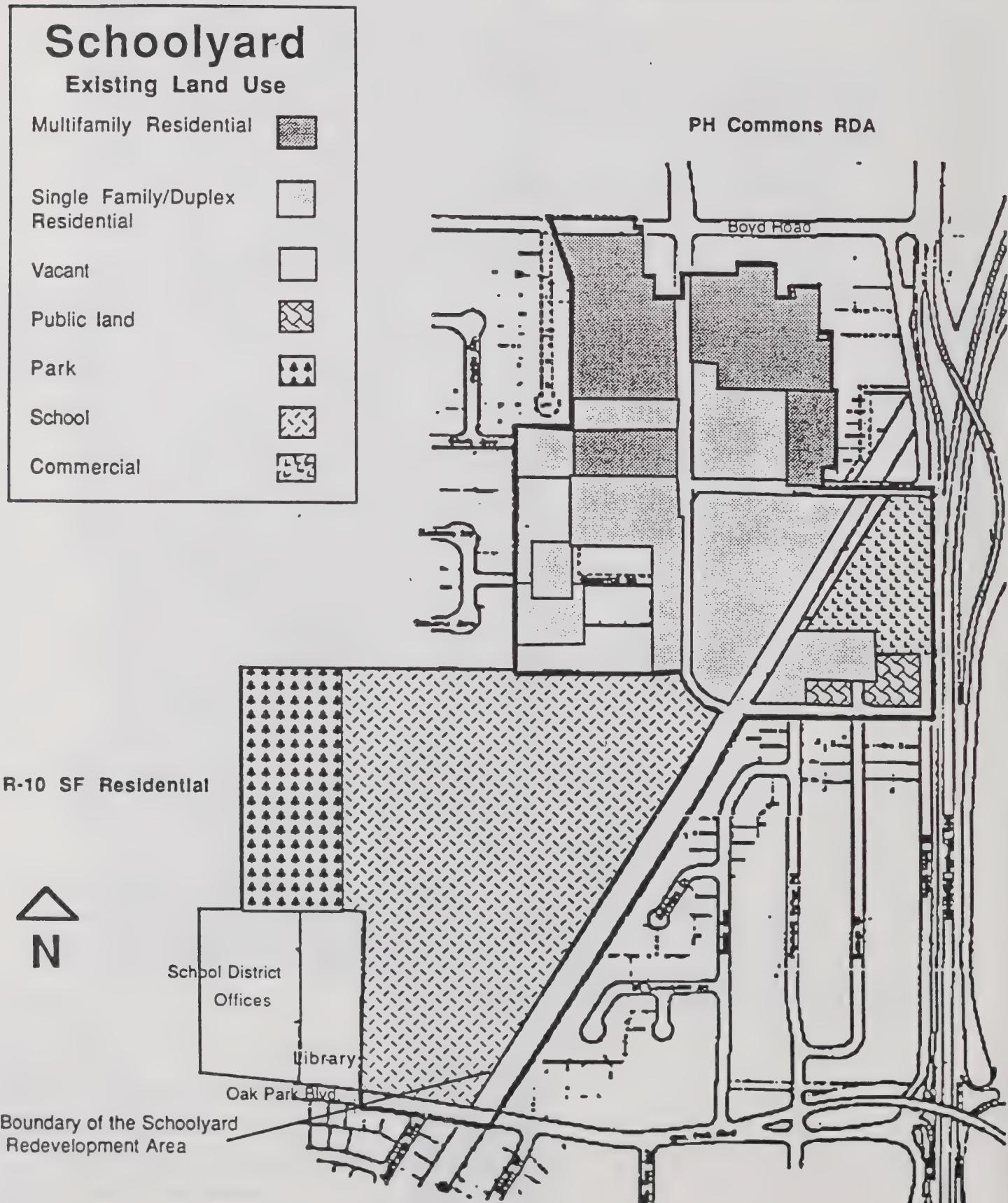


School District  
Offices

Library

Oak Park Blvd

Boundary of the Schoolyard  
Redevelopment Area



Several planning constraints for this area are summarized below:

- Improvements to I-680 freeway approved by Caltrans will require that a 100 foot wide strip along North Main Street be taken for the widening of I-680. In addition, North Main at Boyd will be realigned to provide better freeway/Contra Costa Blvd. access;
- The Contra Costa County Flood District has flood control improvements planned for a 10 acre site immediately north (and possibly including a portion) of the PHHS site. These improvements call for a water retention basin and other flood mitigating projects; and
- The Schoolyard area is beset with traffic circulation problems. Not only is this area divided by the EBMUD right of way, making access difficult, but it is experiencing increasing traffic congestion.

### ***Existing Conditions: Sphere of Influence***

The Sphere of Influence is the area within the probable ultimate future boundaries of the City as designated by the County Local Agency Formation Commission [LAFCO]. State planning law requires that the Sphere of Influence be considered and included in the General Plan. The City's Sphere of Influence consists of unincorporated land now under the jurisdiction of Contra Costa County and includes the following three areas:

1. The hilly area immediately west of the City limits which is comprised of low-density single family homes ranging from 1 unit on a 10,000 sq. ft. lot to 1 unit on several acres of land. Surrounding those residential lots are larger tracts of vacant, undeveloped land, the Oakmont Memorial Park Cemetery, St. Mary Immaculate Seminary, and Queen of Heaven Cemetery.
2. The Pacheco area to the northeast has many older, single family homes, multifamily development along Center Avenue, mobile home parks east of I-680, commercial activity along Contra Costa Boulevard, and several acres of Light Industrial activity located on the eastern side of Pacheco Boulevard, between Grayson Creek, I-680 and State Route 4. Pacheco has considered itself a distinct community for a long time, despite being located adjacent to Pleasant Hill and Martinez. This area is planned by the County for a mixture of residential and commercial uses.
3. Plans for the PH BART Station area are contained in the Pleasant Hill BART Station Specific Plan, adopted in 1983. It is now being implemented through the County's Redevelopment Agency. The intensity of development proposed for this area is the highest of any area within the City and its Sphere of Influence. The impacts of this development on Pleasant Hill are carefully monitored and are the subject of ongoing cooperation between the City and County officials.

### ***Future Conditions: a) Residential Build-Out***

This section discusses the maximum residential development that is likely to occur, which is termed build-out, in the Pleasant Hill Planning Area. Build-out can be expressed in terms of the maximum number of people who will live and work in the city when all available land is developed. Additional residential development can occur in three areas:

1. on vacant (infill) and developable parcels within City limits;
2. in the Downtown and the Schoolyard redevelopment areas; and
3. on vacant and developable parcels within the City's Sphere of Influence.

The build-out analysis indicates that there is sufficient residential land to construct a maximum total of 3,115 additional dwelling units including the Sphere of Influence. The build-out population is calculated by multiplying the total number of dwelling units by the average number of people per dwelling unit in 1987 of 2.2 persons per dwelling. Experience has shown that total population build-out, defined as every acre of land fully built to the maximum permitted by the General Plan and Zoning Ordinance, is unlikely. Utilizing 75% of this figure is more realistic. Depending on whether 3,115 units or 75% of this figure will be constructed, the City's population will increase from 30,672 persons in January 1, 1988\*, to between 35,811 and 37,525 persons by the year 2005. [For a more detailed residential build-out analysis, refer to the Housing Element.]

Population projections prepared by ABAG and the City's Community Development Department are compared in the table below. The City's projections are based on the following assumptions:

- a) the available residential land would be developed to 75% of its maximum permitted density;
- b) an average of 183.2 dwelling units per year would be built between 1988 and 2005;
- c) a household size of 2.2 persons is used consistent with ABAG's assumptions;
- d) requirements of the Measure B Initiative and applicable slope density standards have been met.

ABAG's projections are based on a number of assumptions regarding economic growth, regional immigration and the historical growth of the region. Both ABAG's and the City's projections include the City's Sphere of Influence area.\*

\*SOURCE: STATE DEPARTMENT OF FINANCE

TABLE 4: PLEASANT HILL POPULATION PROJECTIONS

	1985	1990	1995	2000	2005
ABAG	33,800	37,400	37,500	37,400	37,300
	1988	1990	1995	2000	2005
City Community Development Dept.	30,672	31,277	32,788	34,300	35,811

The level of population growth in Pleasant Hill will stabilize due to: the limited supply of remaining developable residential land; an aging population which results in fewer families with children; a declining birth rate resulting in fewer children per family; and decreasing household size.

#### ***Future Conditions: b] Non-Residential Build-Out***

Prior to 1979, Pleasant Hill was a predominantly residential community with few employment opportunities. Between 1979 and 1987, 1 million square feet of office and commercial development was added to the approximately 4.2 million square feet that existed previously. Projects such as Ellinwood, the Terraces, Pleasant Hill Executive Park, Hookston Square and Pleasant Hill Plaza were completed during this period.

The most intense commercial and office development is occurring in the Sphere of Influence in the Pleasant Hill BART Station area. Over 1.2 million square feet of office, commercial and hotel development is either approved or already constructed there. The type and intensity of development around the Pleasant Hill BART Station will undoubtedly impact future development in Downtown Pleasant Hill.

If all non-residential land were built-out in Pleasant Hill and its Sphere of Influence, the City would have a total of 7.1 to 7.6 million sq. ft. of built space which would generate approximately 21,372 jobs. This projected employment is based on a fiscal and economic impact study of the maximum amount of commercial building space that could be absorbed by the market to the year 2005<sup>1</sup>.

It is evident from the projected employment figures presented below, that commercial, retail and office development will play an increasingly important role in the City's future land use. Pleasant Hill will become more of an employment center, which is consistent with the trend observed throughout the country of jobs relocating from the center of large cities to suburban communities.

<sup>1</sup> ABAG and the City have used different assumptions to develop population projections. The City's method starts with the State Department of Finance's 1988 population estimate and increases this figure according to the anticipated increase in housing units..

Recht, Haurath & Associates; Fiscal & Economic Impact Study of General Plan Alternatives for the City of Pleasant Hill, 1988. Non-residential build-out calculations are contained in the Statistical Background Report.

TABLE 5: CURRENT & PROJECTED EMPLOYMENT

	Number of Jobs <u>1988</u>	Max. Projected Number of Jobs 2005
City Community Development Dept.	14,637	21,372

These employment figures represent the maximum number of jobs that would be located in Pleasant Hill, making the assumption that all non-residentially-zoned land would be developed to its allowable extent under permitted land use. These projected figures are used to determine the City's holding capacity for which future services and infrastructure should be designed to ultimately serve.

## Land Use Goals

- Goal 1: Strengthen, preserve and enhance residential neighborhoods.
- Goal 2: Redevelop the Downtown as a competitive Commercial/Retail center with the public amenities and urban design improvements required to establish an identifiable sense of place in the Downtown.
- Goal 3: Maintain the suburban town atmosphere of Pleasant Hill.
- Goal 4: Maintain the historic balance among different types and intensities of residential development, commercial/retail and office uses, open space and parkland areas.
- Goal 5: Promote the economic health of the Downtown and the City as a whole.

## Land Use Designations and General Plan Map

The General Plan establishes fifteen land use designations with which development must be consistent. The text of the Plan should be considered in relation to *Map II-1: Land Use Designations*. The map reflects to a large extent existing land uses and the street pattern in Pleasant Hill, since most development decisions have already been made. A few changes to the previous Land Use Map were made to correct discrepancies between the Plan and existing uses [listed in the Background Report]. Land use designations in the Sphere of Influence generally follow County policies. In addition, it is necessary to refer to *Table 6: Summary of Maximum Density permitted in each Land Use Designation*, which appears on page II-12. Land use designations in the General Plan, as well as future amendments to this plan, must be in compliance with the Airport Land Use Commission's Plan as summarized in section 3 of the Community Health & Safety Element.

The boundaries of land use designations shown in *Map II-1* are based on existing land use patterns and natural and man-made features, and are not precise legal boundaries. To accurately interpret the Land Use Designations Map, refer to the Zoning Map which provides the precise legal boundaries of the Zoning Districts consistent with the underlying General Plan Land Use Designations.

Any project which does not conform to these land use designations either as expressed by the text or by the map must receive a General Plan Amendment to an appropriate designation before the project can be approved by the City Council. Amendments to the General Plan are allowed by State Law to occur not more than four times per calendar year.

## **Residential Land Use: Categories and Densities**

Residential categories include all densities and types of residential uses, including group care and day care facilities in multifamily residential areas. The residential densities described below are in dwelling units per net acre. A net acre is the actual area of a given property, exclusive of the full right-of-way for streets.

- a) **Single Family Residential - Low Density:** Designates areas intended for large lot single family detached homes at densities of 1.3 to 3.0 dwelling units per net acre.
- b) **Single Family Residential - Medium Density:** Designates areas intended for single family detached homes on medium sized lots at densities of 3.1 to 4.5 dwelling units per net acre.
- c) **Single Family Residential - High Density:** Designates areas intended for single family detached homes on smaller lots at densities of 4.6 to 6.9 dwelling units per net acre.
- d) **Multifamily Residential - Low Density:** Designates areas suitable for duplexes, townhouses and other multifamily dwellings at a density of 7.0 to 19.9 dwelling units per net acre. Single family detached homes would be permitted in this residential land use designation.
- e) **Multifamily Residential - Medium Density:** Designates areas suitable for multifamily residential development of primarily apartments or condominiums at densities of 20.0 to 29.9 dwelling units per net acre.
- f) **Multifamily Residential - High Density:** Designates areas suitable for multifamily residential development of primarily apartments or condominiums at a density of 30 to 40 dwelling units per net acre.

## **Non-Residential Land Use - Commercial Land Use Categories and Intensities:**

- a) **Commercial/Retail:** This category provides for the general commercial needs of the City, particularly retail needs. Uses which typically occur in this category include shopping centers, banks, hotels, retail stores, personal service establishments such as barber shops or dry cleaners, entertainment and cultural facilities and restaurants. Office uses are secondary and/or occur above ground level. In no event shall office uses have a Floor Area Ratio [FAR] exceeding 0.4. Automobile sales, service and related uses and drive-in establishments are permitted with an approved Conditional Use Permit.
- b) **Mixed Use:** This designation requires the combination of at least two of the following uses: retail, commercial, residential, or office uses in one building or on one site. The Mixed Use designation encourages effective utilization of land by providing more flexible parking and setback requirements. The maximum development density shall be as set forth in the Downtown Specific Plan (refer to Program 11.1). The maximum FAR for Office development in areas designated Mixed Use, however, shall not exceed 0.4.
- c) **Office:** It is under this land use designation that Office uses are the primary land use, including on the ground floor level. It encompasses general office uses, business, medical and professional offices, office buildings and office parks with ancillary commercial and retail establishments. In no event shall office uses have a FAR exceeding 0.4.

## **Other Non-Residential Land Use Categories**

- d) **Park:** This category designates existing and proposed parkland, both developed and undeveloped.
- e) **Open Space:** This designation applies to areas of land which are essentially unimproved and devoted to the preservation of natural resources, outdoor recreation, and for the maintenance of public health and safety.
- f) **Semi-Public & Institutional:** This category includes public buildings and facilities, utility facilities and related easements, public libraries, city offices, fire stations, churches, and hospitals.

g) **Schools:** This category includes all educational facilities, both private and public schools, junior colleges as well as day care facilities for children. Commercial or educational athletic facilities such as Sports Training Facilities are permitted. The General Plan designation entitled "Schools" shall not be considered in conflict with an existing residential zoning district.

h) **Light Industrial:** This category designates areas of the City where light industrial uses can occur, provided those activities do not generate excessive noise, air pollution, or involve heavy manufacturing. Typical uses are smaller assembly operations, warehousing, and printing establishments. Recycling transfer station facilities require a Conditional Use Permit approval.

### **Intensity of Commercial and Office Development**

The intensity of commercial/retail and office development shall recognize constraints imposed by natural environment, hazards, traffic, access, the provision of necessary services and the Urban Design Standards. Commercial/Retail land use shall not exceed a Floor Area Ratio of 0.35. The maximum FAR for Office development shall not exceed 0.4. FAR limits apply only to non-residential projects and are not transferable from one site to another.

The Downtown Core Area, as identified in *Map II-5*, shall have a minimum FAR of 0.5.

**TABLE 6: SUMMARY OF MAXIMUM DENSITY PERMITTED IN EACH**

Land Use Designation	Allowable Density
Single Family Residential	
Low Density Single Family	1.3 to 3.0 units per acre
Medium Density Single Family	3.1 to 4.5 units per acre
High Density Single Family	4.6 to 6.9 units per acre
Multifamily Residential	
Low Density Multifamily	7.0 to 19.9 units per acre
Medium Density Multifamily	20.0 to 29.9 units per acre
High Density Multifamily	30.0 to 40.0 units per acre
Neighborhood Commercial	Floor Area Ratio of 0.35 (outside Downtown area)
Commercial/Retail	Floor Area Ratio of 0.35 (outside Downtown area)
Office	Floor Area Ratio of 0.4
Mixed Use	As set forth in the Downtown Specific Plan
Light Industrial	Floor Area Ratio of 0.33

### **Residential Neighborhoods**

The most valued feature of Pleasant Hill is its residential neighborhoods. The City has a variety of distinct residential areas providing a variety of environments and lifestyles. Due to the layout of Pleasant Hill, most residential neighborhoods are relatively isolated from commercial, retail and office developments. Most homes are located on minor collector rather than the busier arterial streets, thereby minimizing the number of residents exposed to heavy traffic and noise, and have nearby parks and an elementary school.

Many of the residential areas in Pleasant Hill, however, were built over thirty years ago and considerable repair and renovation are required to maintain these older homes. It is a priority of this Plan to actively promote the preservation and rehabilitation of these older neighborhoods. Other priorities include maintaining the low-density character of existing residential areas and providing for additional areas suitable to meet the housing needs of the growing senior population. More detailed policies to enhance the quality of the City's residential neighborhoods are also contained in the Urban Design Standards, the Housing Element and the Open Space, Parks and Conservation Element.

## **Policies and Programs for Residential Areas**

### **P.1 Preserve the character of existing residential neighborhoods.**

Program 1.1: Enforce the Zoning Ordinance to maintain the character of the City's residential neighborhoods.

Responsibility: Community Development Department

Program 1.2: Use the development review process to minimize the impacts of noise and traffic on existing neighborhoods from proposed development

Responsibility: Community Development Department

Program 1.3: When determining specific density for a residential project, City officials will use the minimum density as indicated on the *Map II-1: Land Use Designations* as the starting point. The City does not guarantee that an individual project will attain the maximum densities indicated by the Land Use Map. [Specific density is the maximum number of units per net acre which can be developed on a given parcel.]

Responsibility: Community Development Department

Program 1.4: Densities above the minimum may be achieved only through a combination of: excellence of design; provision of affordable housing pursuant to the policies contained in the City's Housing Element; effective mitigation of environmental constraints, ie. traffic hazards; demonstrated ability to provide services; and compatibility with adjacent development. Density bonuses for the provision of low income housing, however, will be permitted pursuant to State Law.

Responsibility: Community Development Department

Program 1.5: Rezoning of residential zoned property to increase density shall not be carried out unless the following conditions exist: Seventy-five percent of the boundary of the same area or property to be rezoned must be adjacent to land having the same or greater density zoning designation than the proposed zoning designation for the area or property. Exceptions shall be for properties not greater than 20,000 square feet deemed unsuitable for residential use by virtue of noise, traffic, and immediate proximity to commercial uses, which will provide a buffer between businesses and residential areas; and for properties with a lower density zoning which may be rezoned R-10; and development of the area or property to be rezoned shall not have a significant traffic or noise impact on existing residential neighborhoods.

Responsibility: Community Development Department

**P.2 Senior Housing Needs:** Provide sufficient land to accommodate the growing housing needs of the elderly .

Program 2.1: Revise the Zoning Ordinance to include a Senior Multifamily Residential Overlay Zone for areas designated Mixed Use. Parking, setback, and other requirements of this overlay zoning district would be revised to consider the requirements of senior residents.

**Responsibility:** Community Development Department

**P.3 Planned Unit Developments:** Require a Master Plan and/or Planned Unit Development (PUD) Zoning for development proposals for areas 5 acres and over.

### **Commercial Retail and Mixed Use Office Development**

The character of Pleasant Hill is diversifying from a primarily suburban bedroom community to a regional commercial and retail center. The majority of this development will occur in the Downtown Redevelopment Area. More detailed policies dealing specifically with the Downtown are presented in the section following.

The policies below are concerned with establishing balanced commercial development citywide. The location of commercial development is indicated on *Map II-1: Land Use Designations*. In brief, policies are concerned with establishing balanced commercial development and are directed toward:

- improving and diversifying Pleasant Hill's retail activities;
- providing for limited office development;
- retaining convenience shopping centers in residential neighborhoods; and
- strengthening the economic base of the City.

### **Policies and Programs for Commercial Retail and Office Development**

**P.4 Benefit the Local Economy:** Facilitate Commercial/Retail and Office development which benefits the local economy and provides employment for residents of the City and goods and services needed by the entire community.

Program 4.1: Maintain land for commercial/retail uses to accommodate Pleasant Hill's share of the regional market.

**Responsibility:** Community Development Department

Program 4.2: Distribute information to potential property owners, developers and realtors identifying the City's commercial/retail needs, and sites suitable for this use as well as for office and hotel developments.

**Responsibility:** Community Development Department

**P.5 Convenience Shopping:** Maintain convenience shopping in proximity to residential areas.

Program 5.1: Maintain adequate land for convenience retail uses in residential areas.

**Responsibility:** Community Development Department

**P.6 Conflicting Uses:** Discourage the encroachment of large scale multifamily residential development into areas designated Commercial/Retail, Office and Light Industrial. Exceptions shall be made for Senior Multifamily Residential projects where they are clearly secondary to and located above Commercial/Retail uses with Conditional Use Permit approval.

**P.7 Commercial/Retail and Ancillary Service Uses:** Permit in areas designated Office and Light Industrial ancillary commercial/retail and service uses to serve the needs of the businesses and employees located in these employment centers and to reduce vehicle trips.

Program 20.1: Revise the Zoning Ordinance to permit limited Commercial/Retailuses in the Office and Light Industrial land use designations.

Responsibility: Community Development Department

**P.8 Lot Consolidation:** Consolidate and combine lots to minimize driveways, optimize parking, and facilitate more integrated site planning by requiring the following minimum lot sizes for new development: a] areas designated Commercial/Retail, Office and Mixed Use- 7,500 square feet; and b] areas designated Mixed Use within the Downtown Core Area indicated by *Map II-5: Downtown Core Mixed Use Area*, 1 acre-[43,560 sq. ft.].

Program 8.1: Revise the Zoning Ordinance to establish a minimum lot size of 7,500 square feet for new development in areas designated by the Plan as Commercial/Retail, Office and Mixed Use and 1 acre for the Downtown Core Mixed Use area.

Responsibility: Community Development Department

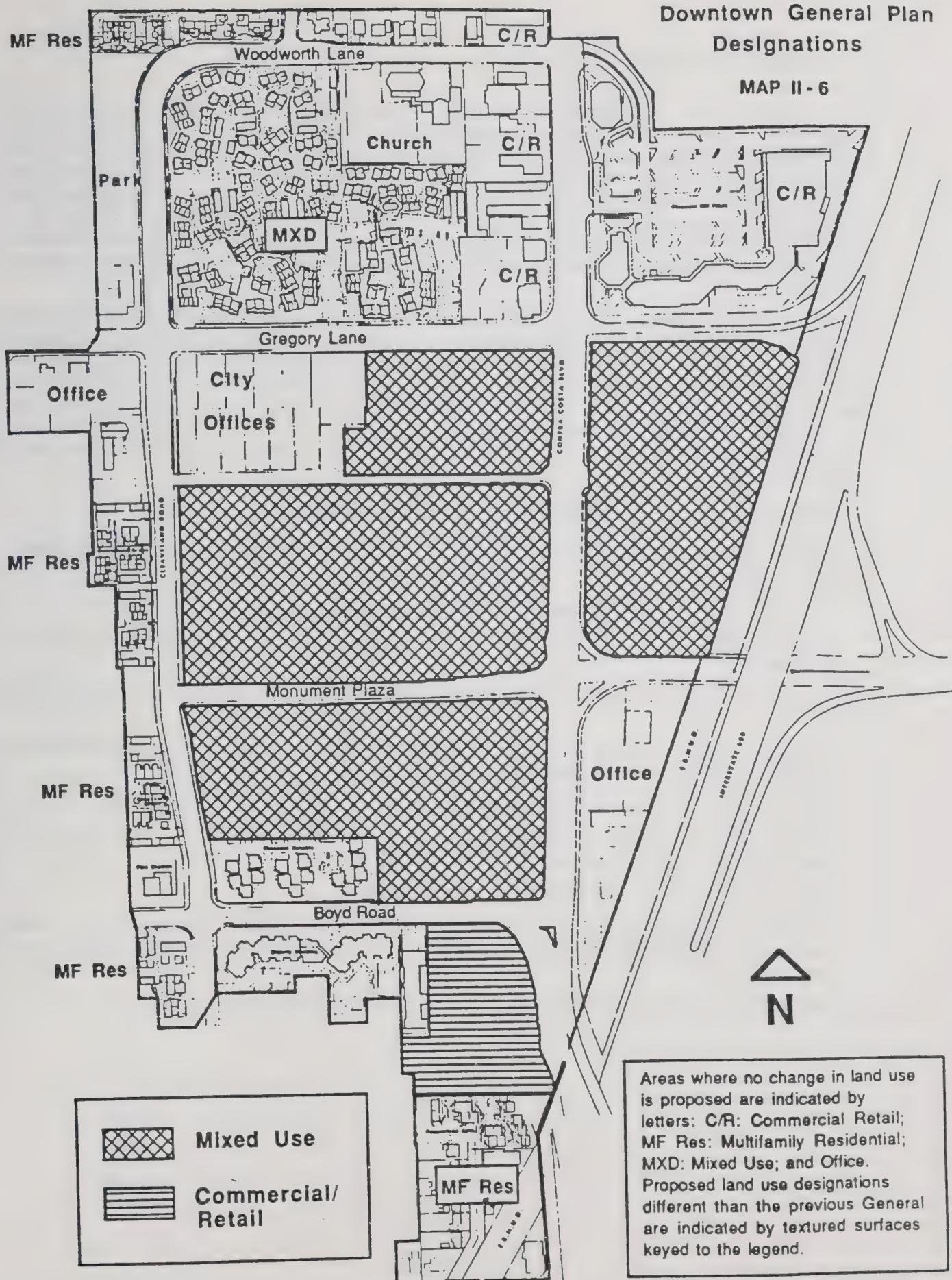
**P.9 Hotels:** Encourage hotel and motel development by making this a permitted use in all areas designated Commercial/Retail, Mixed Use and Office within the Downtown redevelopment area.

Program 9.1: Revise the Zoning Ordinance to make hotels a permitted use in all Commercial/Retail, Office and Mixed Use Districts in the Downtown.

Responsibility: Community Development Department

Downtown General Plan  
Designations

MAP II-6



## Downtown Redevelopment Area

Land uses Downtown has been a planning issue for many years and is consequently addressed as a special Planning Study Area in the General Plan. This area will experience the majority of Pleasant Hill's future commercial/retail and office development. This change represents an opportunity for the City to strengthen its economic base and establish a distinctive Downtown. The redevelopment process can be utilized to facilitate attainment of the City's goals for this area. Infrastructure, such as streets, sidewalks, sewer and water lines as well as nearby freeway access already exist. The new City offices located at Gregory Lane and Cleaveland Road, combine a strong architectural statement with a generous amount of landscaped public open space and represent a City commitment to the Downtown.

It is the intent of the General Plan to facilitate a convivial pedestrian-oriented Downtown based on a significant increase in retail activity. Office development is expected to be clearly secondary and ancillary to the primary retail function of the Downtown. Policies for the Downtown appear in this Plan in three places: a] in this section, which requires the active involvement of the City's Redevelopment Agency in order to achieve Plan goals for this area; b] in the Land Use Designations and accompanying *Map II-6: Downtown Land Use Designations* which establish the type, intensity and location of land uses; and c] in the Urban Design Standards which guide the form and structure of future development.

### **Downtown Redevelopment Area: Policies and Programs**

**P.10 Redevelopment:** The Redevelopment Agency shall actively implement General Plan goals for the Downtown.

Program 10.1: Prepare and adopt a revised Redevelopment Plan for the Downtown.

Responsibility: Pleasant Hill Redevelopment Agency and Community Development Department.

**P.11 Encourage Retail Activity Downtown:** Encourage the development of retail land uses Downtown.

Program 11.1: Review all development proposals for consistency with the Urban Design Standards and applicable Redevelopment Plans and Specific Plans.

Responsibility: Community Development Department and Redevelopment Agency

Program 11.2: Establish a Mixed Use Zoning District which permits a combination of commercial/retail, office and multifamily residential uses.

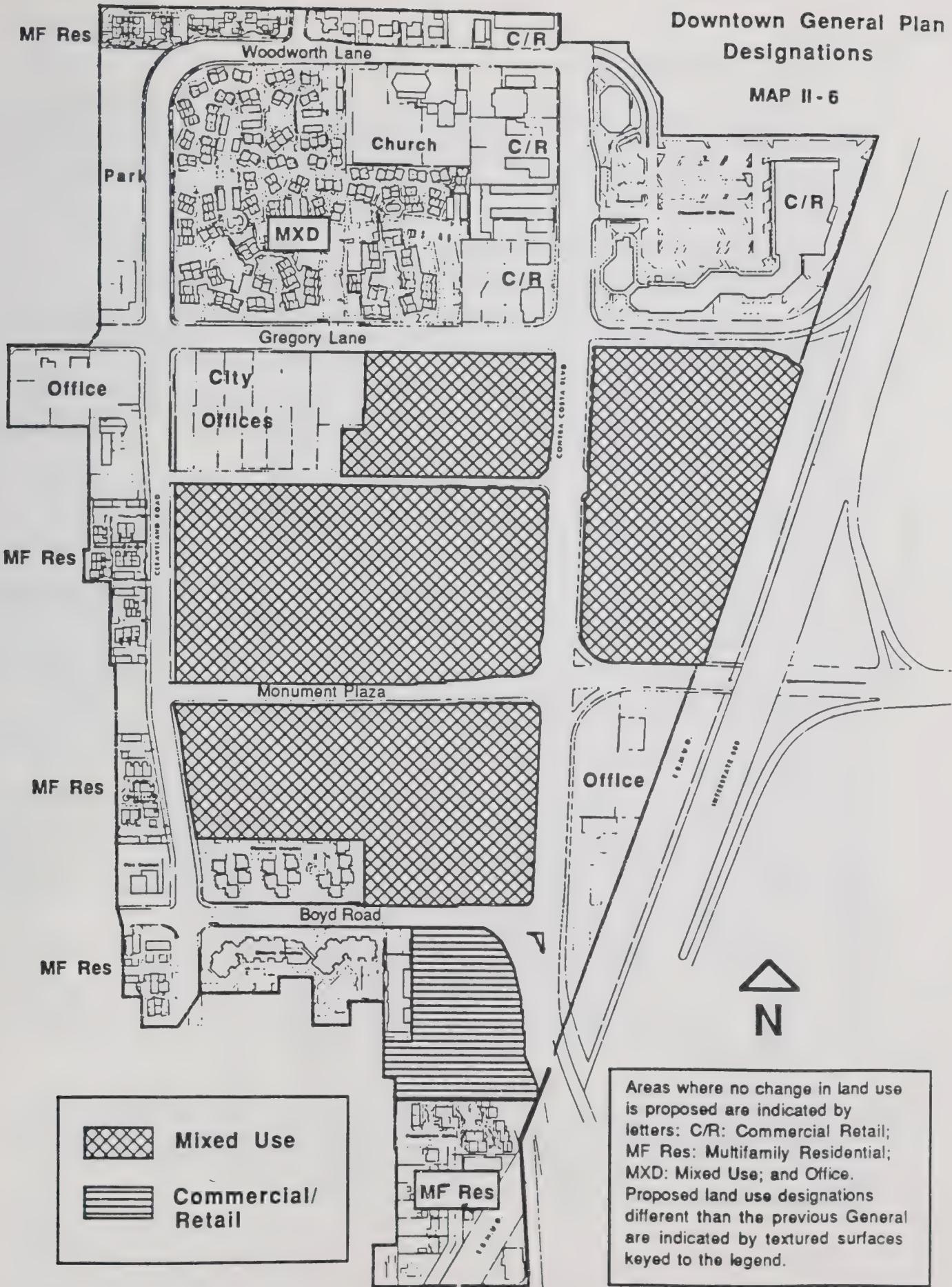
Responsibility: Community Development Department

Program 11.3: Ensure that 75% of the ground floor area in the Downtown Core Area pursuant to *Map II-5* be developed in commercial/retail, entertainment, or personal service uses.

Responsibility: Community Development Department and Redevelopment Agency

Downtown General Plan  
Designations

MAP II-6



## Schoolyard Planning Area

The Schoolyard Planning Area has been the focus of several previous planning studies, rezonings and amendments to the General Plan. Significant change is anticipated there during the life of this Plan. Providing additional land for multifamily housing and for parks is a priority of this Plan. The Pleasant Hill High School site is designated as School on the General Plan Land Use Map. Policies and use designations applying to the Schoolyard Area are summarized below:

### Schoolyard Area: Policies and Programs

The General Plan designations for the Schoolyard area has the following characteristics:

1. Designates the triangular area bounded by West Hookston Road, Cleaveland Road and the EBMUD right-of-way, as Low Density Multifamily Residential at a Density of 7-19 units per acre, and requires that the Zoning Ordinance and Map be amended accordingly.
2. Designates a 75 foot wide corridor in the northern portion of the Pleasant Hill High School site from the existing park to Cleaveland Road for future park acquisition. This linear park would link the present 11 acre park with Cleaveland Road by means of a combined pedestrian/bicycle path;
3. Designates the PHHS site as School in the General Plan, with additional policies in the Park, Open Space and Conservation Element calling for utilization of unused school facilities for park and recreation facilities. The School designation also permits a variety of commercial recreation and educational facilities, such as a sports training facility;
4. Retains the commercial nature of the triangular area bounded by North Main Street, the EBMUD right-of-way and Astrid Drive, while requiring the City to work with Caltrans to improve vehicular access at the intersection of North Main Street and Boyd Road; and
5. Designates the Oak Park Elementary School as Mixed Use permitting a combination of office, commercial/retail, and residential uses which conform to the underlying zoning for this site dating from 1978. Principally multifamily residential uses are recommended for this site.
6. Extend Cleaveland Road to Oak Park Boulevard. This would provide the additional north-south street capacity.

With the exception of the Pleasant Hill High School site, the Mixed Use designation facing Oak Park Boulevard, and the commercially designated land referred to in 4 above, the Schoolyard Area stays in residential use. A number of older homes in this area would be eligible for the City's housing rehabilitation programs and would benefit from the additional funds available for such programs in redevelopment areas. The Housing Element contains policies and implementation programs that address the need to preserve and enhance the City's older housing stock.

P.12 Additional Multifamily Housing: Encourage additional multifamily housing in the Schoolyard Area.

Program 12.1: Rezone the triangular area bounded by West Hookston Road, Cleaveland Road and the EBMUD right-of-way to Low Density Multifamily Residential District of 7-19 units per net acre.

Responsibility: Community Development Department

Program 12.2: Rezone Oak Park Elementary School site to Multifamily Residential: Medium Density District with the underlying residential density corresponding to the Multifamily Residential-Medium Density General Plan designation of 20.0 to 29.9 du/net acre.

Responsibility: Community Development Department

# Schoolyard

## General Plan Designations

Single Family Residential  
[High Density]



Multifamily Residential  
7-19 du/acre



Multifamily Residential  
20-40 du/acre



Commercial



Mixed Use



School



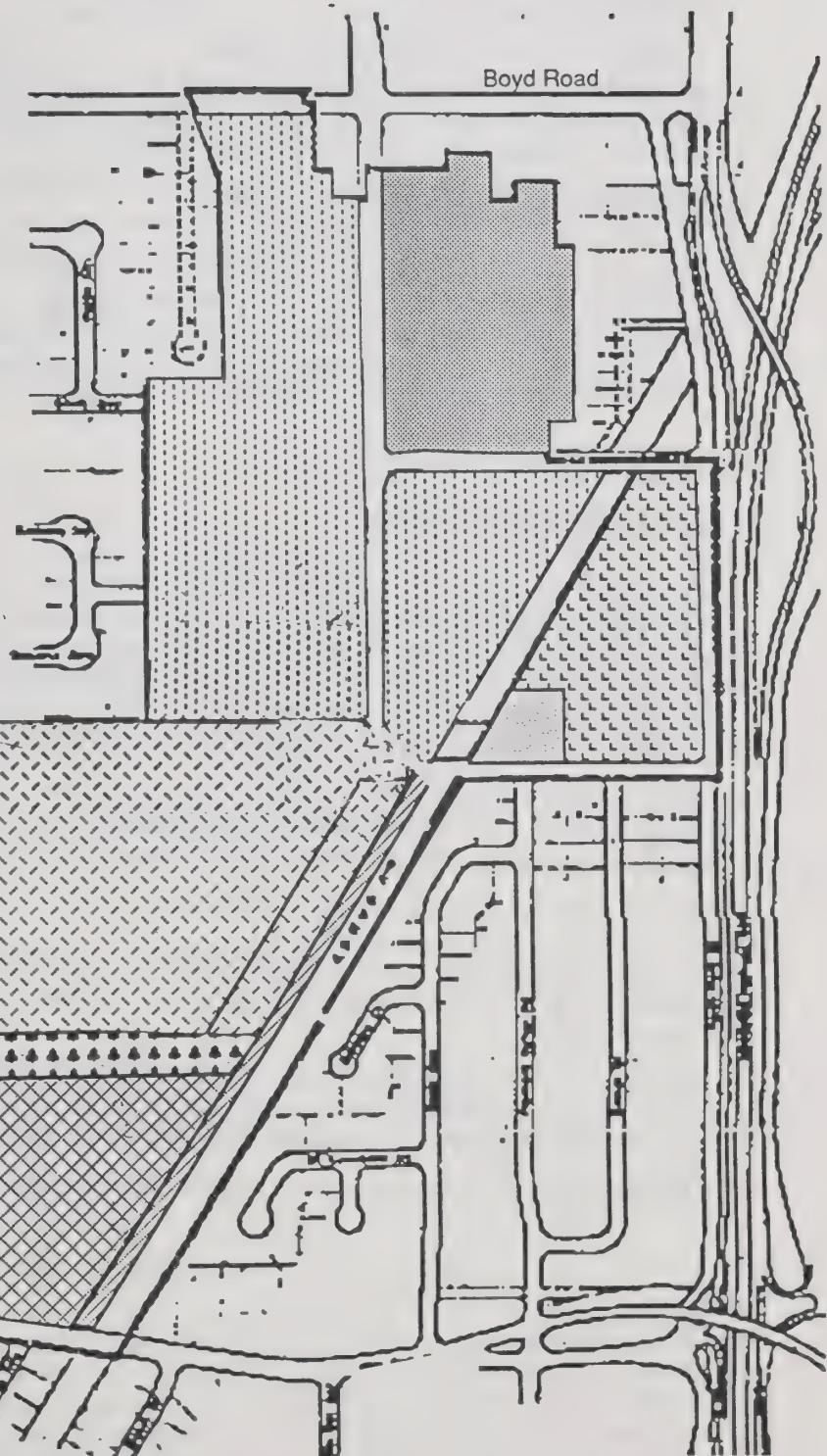
Park



Public Land



Future Cleaveland Rd.  
Extension [not to scale]



MAP II - 7

P.13 Additional Park: Provide a link between the park located adjacent to the PHSS and Cleaveland Road by designating this area as a future parkland acquisition site.

Program 13.1: Work with the School District and the Pleasant Hill Recreation and Park District to facilitate timely acquisition of approximately 75 foot corridor at the northern boundary of the PHSS site to Cleaveland Road for a linear park.

Responsibility: Community Development Department and Pleasant Hill Recreation and Park District

Program 13.2: Flood Retention facility: Work with the County Flood Control District to develop a flood retention facility adjacent to or in combination with, the parkland referred to in Program 13.1. Every effort should be made to develop multi- use recreation opportunities in combination with the flood retention facility.

P.14 Commercial/Retail Uses: Encourage commercial uses in the area bounded by Astrid Drive, North Main Street and the EBMUD right-of-way

Program 14.1: Work with CALTRANS to find solutions to improve vehicular access at the North Main Street and Boyd Road intersection. Improving access onto North Main Street is essential to improving the commercial potential of the adjacent area.

Responsibility: Community Development and Public Works Departments

## ***Light Industrial Areas***

The only land designated for industrial use within the City is adjacent to the abandoned Southern Pacific Railroad right-of-way, at Hookston Road, Estand Way and Vincent Road, east of the I-680 freeway. This use occupies 36 acres, less than one percent of the total area of the City. At present, small manufacturing and automotive repair establishments are interspersed with vacant and underutilized parcels of land. This relatively small area of light industrial land should be maintained and improved to provide a more varied economic and employment base for the community.

A second area of light industrial uses is located in the City's Sphere of Influence between Contra Costa Boulevard, the I-680 Freeway, Grayson Creek and State Route 4. In the Land Use Designation Map, this area is also designated as Light Industrial.

### ***Policies and Programs: Light Industrial Areas***

P.15 Light Industrial: Preserve the existing Light Industrial land use designation. General Plan amendments to redesignate light industrial land to other uses such as Multifamily Residential shall be discouraged.

Program 15.1: Cooperate with Contra Costa County and the Southern Pacific Railway officials to facilitate acquisition of the Southern Pacific right-of-way for a transportation corridor and improved vehicular access to areas designated Light Industrial.

Responsibility: Community Development Department

## Park and Open Space Areas

The City is fortunate to have a generous amount of Park and Open Space under the jurisdiction of the Pleasant Hill Recreation and Park District. There are 203.7 acres of Neighborhood and Community Parks including the "The Old Schoolhouse" community center, the Rodger's Ranch historical site and Open Space areas. There is a ratio of developed Parkland of 1.9 acres per 1,000 population. The ratio including Open Space and developed Parkland (but excluding school facilities) is approximately 6.6 acres per 1,000 population.

Parkland has been acquired and improved through the City's Park Dedication Ordinance which enables land acquisition or the collection of parkland 'in-lieu' fees as a condition of residential development approval. The Recreation & Park District utilizes these and other sources of revenue to provide a wide range of park facilities. The District's Master Plan which defines goals and policies for acquisition, development and maintenance of park and recreation facilities was approved in 1988 and is in conformance with the Open Space, Parks and Conservation Element.

### *Policies and Programs: Park and Open Space:*

More detailed policies and programs regarding park and open space appear in the Open Space, Park and Conservation Element. The policies and programs below are intended to give an overview of the City's intent for these areas.

P.16 Open Space Areas: Preserve and enhance open space areas for protection of public health and safety, and provision of recreational resources.

Program 16.1: Cooperate with the Pleasant Hill Recreation & Park District in the implementation of the District's Master Plan, to maintain and acquire additional open space areas. [Refer to Programs contained in the Open Space, Parks and Conservation Element]

Responsibility: Community Development Department and Pleasant Hill Recreation and Park District

P.17 Criteria to Obtain Open Space: Utilize the following factors to evaluate potential open space acquisition sites:

- a) Environmental health & safety issues, particularly slope stability;
- b) Aesthetics and view areas, areas with unique site features (ie. ridgelines, riparian areas, and scenic routes and scenic corridors);
- c) Provision of a balanced distribution of open space areas throughout the City;
- d) Relationship to the regional trail system;
- e) Recreation potential;
- f) Matching funds potential; and
- g) Potential maintenance costs and liability exposure to the City.

## Infrastructure and Community Services

Infrastructure such as water, storm drainage and sewer is adequate to accommodate projected growth. Additional roadway improvements to alleviate future traffic are discussed in the Transportation Element. Pleasant Hill is a limited service jurisdiction, since water, fire protection, library, and park and recreation services are provided by separate districts with their own budgets and elected or appointed boards. The City provides planning, police, building inspection services and street and drainage system maintenance and improvements. It is the City's responsibility, however, to ensure that anticipated growth is coordinated with these autonomous districts so that the provision of services fully meets the needs of current and future residents.

## ***Policies and Programs: Infrastructure & Community Services***

P.18 Development and Mitigation Fees: Maintain development and mitigation fees at a level to adequately finance infrastructure costs.

Program 18.1: Require fiscal impact analysis as a part of the environmental assessment process for any major new office, industrial or residential development.

Responsibility: Community Development Department

Program 18.2: Develop a five-year Capital Improvement Program (CIP) submitted annually to the Planning Commission and City Council for General Plan conformance review for public facilities, utilities and roads that takes into account the major infrastructure required by anticipated potential development.

Responsibility: Public Works Department

P.19 School Facilities: Cooperate with the school district to plan for school facilities construction and to maximize joint use of school facilities for recreational purposes.

[More detailed programs for this policy are found in the Open Space, Parks and Conservation Element.]

Program 19.1: Review with the school district enrollment and capacity figures annually to determine adequacy of facilities to meet existing and projected growth. Prepare a written report on this matter for City Council.

Responsibility: Community Development Department

P.20 School site development: Private redevelopment or use of surplus public school sites should be consistent with the City's General Plan. Retention of school sites for future educational needs shall be encouraged.

P.21 Water Quality Protection: Require development proposals with the potential to increase storm water drainage flows into the Contra Costa Canal to drain added runoff either away from the Canal or reroute storm water drainage flows across the Canal to downstream facilities.

P.22 Water, Sewer, and Fire Protection Facilities: Coordinate future growth and development plans with the responsible districts and agencies to assure that facility expansion occurs in a timely fashion.

## ***Annexation Policies:***

Annexation of land to the City may have important fiscal impacts, since additional City services would be required to serve these areas. The policies below require that the economic and fiscal impacts of proposed annexation be analysed and that the appropriate planning take place prior to approving an annexation request.

P.23 Areas to be annexed to the City prior to development: Undeveloped areas within the City's Sphere of Influence which can be economically served through the extension of City services should be annexed prior to urban development. Sites over 5 acres shall require a Planned Unit Development and a pre-zoning approval prior to annexation by the City and shall comply with all planning regulations.

P.24 Pacheco: Annexations proposed for the Pacheco area shall take into consideration the wishes of this community and special planning studies shall be carried out prior to approval of such annexations.

P.25 Annexation of already developed unincorporated land shall consider the interests of the residents in the area proposed for annexation and will require a thorough analysis of the cost/revenue implications to the City of providing services, if deemed necessary by the City Council

## **Jobs and Housing Ratio**

State law recognizes each City's responsibility to designate sufficient land to accommodate its employment-generated housing needs. The jobs/housing ratio is a difficult issue to define since people select housing and their jobs for a variety of personal, economic, lifestyle and locational factors, not primarily on the basis of the distance required to travel to work. This section and the Growth Management Element address issues related to the jobs and housing ratio.

The most appropriate strategy that can be taken by a relatively small city such as Pleasant Hill, surrounded by larger cities in an urbanizing region, is to provide a variety of housing opportunities, to locate multifamily residential units near mass transit facilities and major transportation routes as well as close to the commercial and retail center of the City. To date, Pleasant Hill has developed in a manner consistent with the above guidelines. Most multifamily housing is located around and in the Downtown area and Diablo Valley Junior College. An additional 1100 multifamily units have been approved adjacent to the PH BART Station in the Sphere of Influence.

The General Plan contains several policies which facilitate a functionally sound jobs/housing ratio, as Pleasant Hill makes the transition from a primarily residential bedroom community to a city with commercial/retail and office development. These policies are briefly summarized below:

1. A new land use designation, the Mixed-Use District encompasses nearly all of the Downtown area, thereby facilitating the inclusion of additional multifamily housing in an area which will become a primary future employment center in the City;
2. The City's highest density residential land [20 to 40 dwellings per acre] continues to be located in areas adjacent to Downtown near public transit and the freeway;
3. Residential uses may be permitted with a Conditional Use Permit approval in commercial/retail areas if it is clearly secondary to the primary commercial function of the site; and
4. The Open Space Plan for the Downtown provides ample pedestrian linkages between the commercial/retail core of the City and areas designated for multifamily residential use.

As Pleasant Hill becomes less of a suburban bedroom community and job opportunities for local employment increase, this General Plan facilitates a functional distribution of jobs and housing in the central Contra Costa County region by implementing the above-referenced policies and programs.

## **Public Participation**

Involvement of the entire Pleasant Hill community, both residents and business people, in land use decisions is essential. The City is committed to providing timely and clear public information regarding planning decisions. Effective and ongoing public consultation in the planning process permits both the Planning Commission and City Council to base decisions on a more thorough understanding of the public's concerns and viewpoints and of the potential land use impacts of proposed decisions.

It should be emphasized however, that an ongoing program of effective public consultation is a partnership between the City and the community. The City can do its part by providing clear information and ample opportunity for the public to participate in the planning process. The public must make the effort to keep informed and make their views known by attending meetings or contacting their public officials in order for this partnership to work.

## ***Public Participation: Policies and Programs***

P.26 Public Participation: The City shall take appropriate actions to keep the community informed on an ongoing basis of impending planning decisions over and above minimum noticing requirements required by State Planning Law.

Program 26.1: Endeavor to implement, in addition to the statutory public notice requirements, community information programs and to schedule an adequate number of public meetings or hearings whenever significant planning decisions such as Specific Plans, General Plan Amendments, Redevelopment Plans or major development proposals are being considered. The City's newsletter, *The Outlook*, should be used, as appropriate, to facilitate public participation.

Responsibility: Community Development Department

## ***Urban Design Standards***

Urban Design Standards are intended to apply to development throughout Pleasant Hill. These standards are meant to preserve and enhance the character of residential neighborhoods and assure that future commercial, retail, and office development is compatible with the predominantly residential character of Pleasant Hill.

### ***A. Policies and Programs: Citywide***

UD:1 Role of the Architectural Review Commission: The Architectural Review Commission shall implement the Urban Design Standards. Development proposals shall be reviewed for conformance with the Urban Design Standards.

Program UD1: 1. The Architectural Review Commission shall be provided with technical assistance from staff and/or consultants to carry out its functions.

Responsibility: Community Development Department

Program UD1:2. Revise the existing Development Guidelines of the Architectural Review Commission to inform the public and prospective developers of the Architectural Review process, the information required for submitting applications and a summary of the Urban Design Standards. The revised Development Guidelines shall consider the following factors:

- a) energy efficient building and site design and solar orientation;
- b) noise mitigation;
- c) screening of mechanical equipment;
- d) water conservation specifications for landscape design;
- e) harmonious relationship of building mass, building height, roof lines, and facades;
- f) pedestrian access through developments;
- g) building setbacks,
- h) parking requirements;
- i) landscaping in accordance with City standards;
- j) grading and pad height, and
- k) building materials.

Responsibility: Community Development Department

UD:2 Preservation and Enhancement of Residential Areas: Facilitate the preservation and enhancement of existing residential areas by:

- a) discouraging walled or gated developments;
- b) discouraging development of additional private streets;
- c) discouraging flag lots or lots inconsistent with the size and shape of neighboring development patterns; and
- d) avoid visual monotony, for example, by requiring that homes with identical or similar facades not be located on adjacent or on opposing lots.

UD:3 Historic Buildings and Sites: Sites, buildings, structures and districts with significant cultural, aesthetic and social characteristics will be identified, recognized, protected and preserved.

Program UD3:1. Continue to work in cooperation with the Pleasant Hill Recreation and Park District to preserve the Hook House, Rodger's Ranch and other recognized historic sites.

Responsibility: Community Development Department and the Pleasant Hill Recreation and Park District

Program UD3:2. Adopt an Historic and Cultural Preservation Ordinance.

Responsibility: Community Development Department

UD:4 New Residential Site Design: New residential developments should be sensitive to site constraints, including limiting development on steep or hazardous hillsides, ridgelines or other sensitive areas such as flood zones. Building density designated for an entire site may be transferred to less sensitive portions of the site under the Planned Unit Development (PUD) process. New development should harmonize with and enhance existing residential development through appropriate building scale, design, selection of building materials and landscaping.

Program UD4:1. Require Architectural Review Commission review of all residential developments.

Responsibility: Community Development Department

Program UD4:2. Revise the City's residential subdivision standards to include specific standards for the following: sidewalks; street widths; street lighting; street configuration; setbacks; landscaping standards; and other features applicable to developments throughout the City through a joint effort of the Community Development and Public Works Department.

Responsibility: Community Development and Public Works Departments

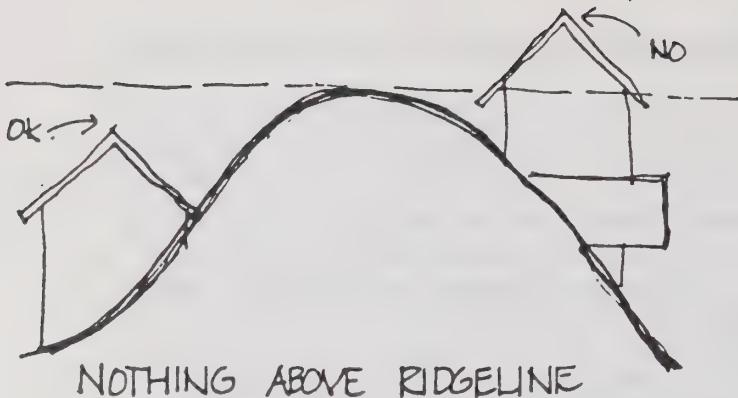
Program UD4:3. Consider in the rezoning ordinance revision a maximum FAR of 0.35 for all residential development.

Responsibility: Community Development Department

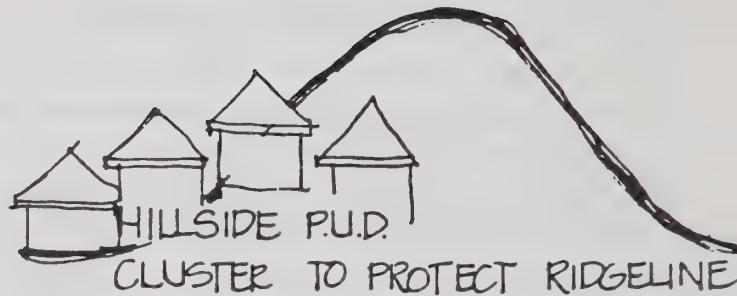
UD:5 Development on Hillsides shall be regulated by the City's Hillside P.U.D. Ordinance.

Program UD5:1. Revise the Hillside P.U.D. Ordinance to prohibit all development from extending over ridgelines and require all building envelopes to be indicated on approved tentative subdivision maps. The Hillside PUD shall also encourage clustering of homes and require the protection of natural features such as large trees, knolls, rock outcroppings, ridgelines, riparian areas and scenic corridors.

Responsibility: Community Development Department



NOTHING ABOVE RIDGELINE



HILLSIDE P.U.D.

CLUSTER TO PROTECT RIDGELINE

**UD:6 Heritage and Street Trees:** Facilitate the preservation of existing heritage trees, the planting of additional street trees, and the replanting of trees lost through disease, new construction or by other means. [note: Policies and Programs relating to Trees are consolidated in the Open Space, Parks and Conservation Element.]

Program UD6:1. Revise the Zoning Ordinance to require replanting of trees commensurate with those trees removed by development and to protect existing trees.

Responsibility: Community Development Department

Program UD6:2. Adopt a street tree ordinance to encourage the planting and continued maintenance of street trees as well as heritage trees.

Responsibility: Community Development and Public Works Departments

**UD:7 Points of Entry to City:** Clearly define the points of entry to the City through use of distinctive signs, street lighting and by providing additional spot lighting to the existing 'gateway' kiosks located throughout the City.

#### ***B. Policies and Programs: Downtown***

This section is concerned with establishing a distinctive sense of place in the Downtown and to achieve three overall goals listed below:

1. Establish a civic focus with an identifiable sense of place in Downtown Pleasant Hill;
2. Create areas in the downtown that are safe, interesting, and attractive to pedestrians; and
3. Promote the economic health of the Downtown and the City as a whole.

It is intended that these Urban Design Standards would be applicable to all development proposals for the Downtown area as defined by *Map II-6*. Since the implementation programs for the Downtown Urban Design Standards apply to all of the policies, they are presented together at the end of this section.

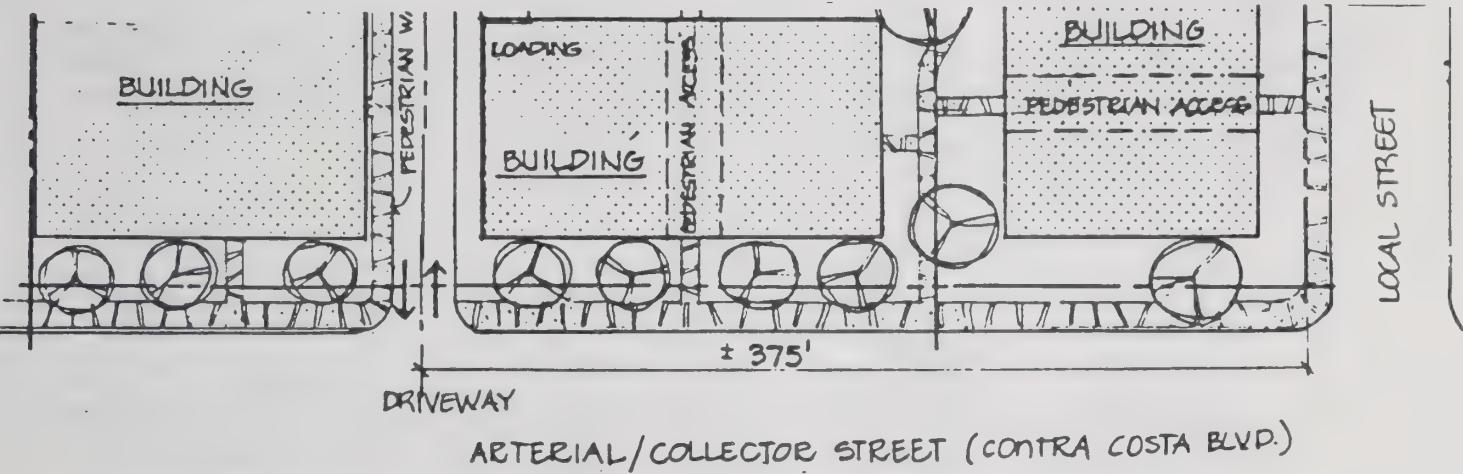
#### ***Streets***

Street are the lifeblood of a community, and along with the buildings, comprise the two principal elements that determine the character of a city. The Downtown area is divided by Contra Costa Boulevard, a heavily travelled four-lane roadway which acts as a barrier to pedestrian traffic. The relatively large city blocks of the Downtown are defined by the five cross streets: Woodsworth Lane; Gregory Lane; Trelany Road; Monument Plaza; and, Boyd Road. The policies below are intended to make Pleasant Hill streets a more hospitable place for pedestrians, increase safety, and maintain a small-city scale in the Downtown.

## Policies

UD.8 Pedestrian access across Contra Costa Boulevard Formulate ways to improve pedestrian and handicapped access across Contra Costa Boulevard and actively pursue implementation of feasible methods to achieve this objective.

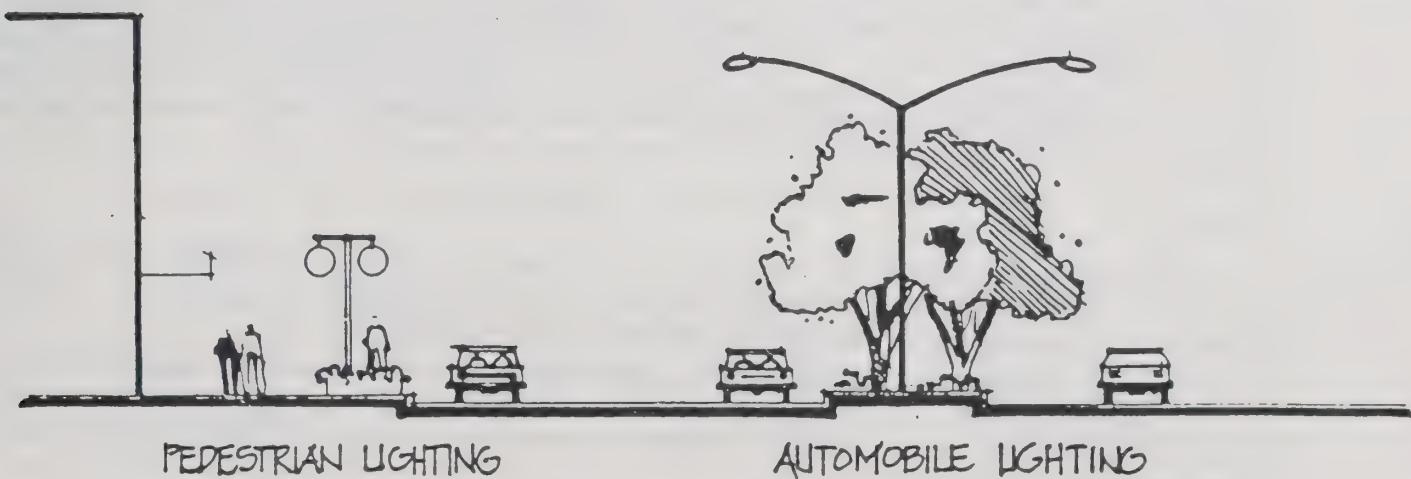
UD.9 Limit Driveway access onto Contra Costa Boulevard Discourage additional driveway access to Contra Costa Boulevard and other arterial and collector streets as a safety hazard. Vehicle access to Contra Costa Boulevard and parking shall be combined through a coordinated site design and an overall development plan wherever possible.



UD.10 Landscape median-Contra Costa Boulevard Maintain and enhance the landscaped median on Contra Costa Boulevard with the planting of trees.

UN.11 Points of entry to Downtown: Clearly identify the points of entry to the Downtown through the use of distinctive street lighting, street trees, signage, and additional kiosks.

UD.12 Lighting: Prepare street lighting standards and specifications for the Downtown area providing pedestrian-oriented lighting in addition to the automotive-oriented lighting currently in use.



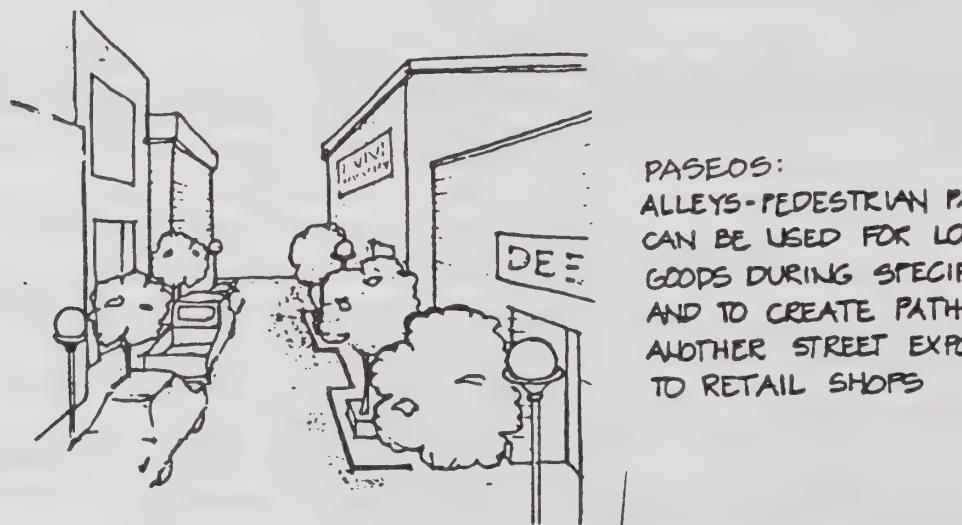
## Loading Facilities

The loading and unloading of goods is an important function of the street system. Since Pleasant Hill plans to significantly increase the amount of retail activity Downtown, provision must be made for the transfer of goods. At present, trucks frequently unload from the street causing increased traffic congestion.

### Policies

UD.13 Loading Facility Design: Develop specific on-street loading design criteria for areas without off-street loading facilities.

UD.14 Use of Paseos: Encourage the use of pedestrian paths located parallel and to the rear of retail/commercial buildings for loading goods during specific off-hours. [Such lanes or loading alleys behind street frontage have been successfully used in many cities for multiple purposes and create another street-level pedestrian oriented exposure for retail shops.]



PASEOS:  
ALLEYS-PEDESTRIAN PATHS  
CAN BE USED FOR LOADING  
GOODS DURING SPECIFIC HOURS  
AND TO CREATE PATHS WITH  
ANOTHER STREET EXPOSURE  
TO RETAIL SHOPS

## Building & Development

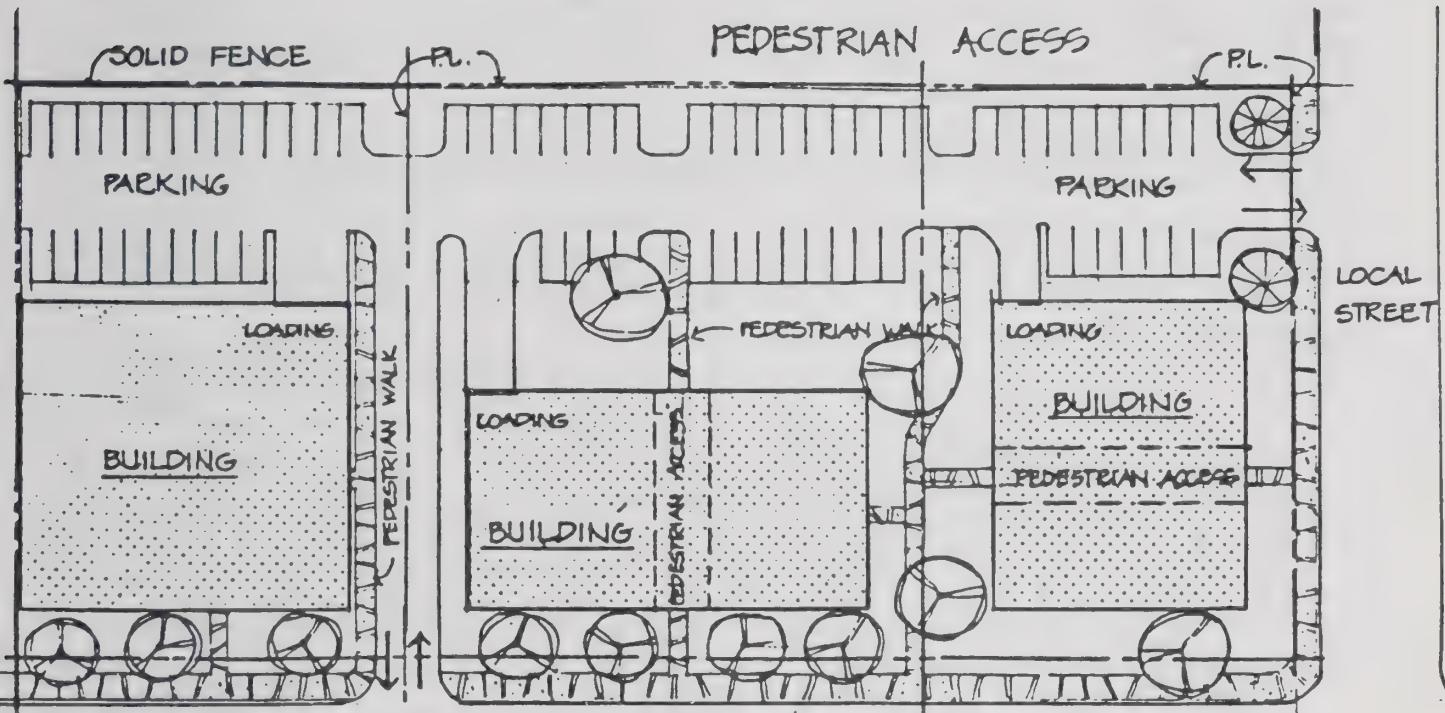
The type, size and siting of buildings constitutes a principal feature of urban design. The majority of buildings in Pleasant Hill are one story, with only a few exceeding three stories in the Downtown area. The underlying principle of the policies below is to focus buildings up to five stories in areas adjacent to I-680, thereby providing a buffer from the freeway and gradually reducing building height towards the western periphery of the Downtown. The need to encourage structured parking facilities and a more pedestrian-friendly Downtown is also emphasized.

### Policies

UD.15 Development review: The development review process shall carefully consider sites (citywide) sharing a common block with a residential zone. Such developments shall have setbacks which are sensitive and appropriate to adjacent residentially zoned land.

UD.16 Building setback: Building setback from sidewalks in the Core Area of the Downtown facing Contra Costa Boulevard shall be minimized to encourage an urban atmosphere and visibility of commercial/retail uses to pedestrians. Building setbacks in the area of the Downtown facing Cleaveland shall be more extensive.

**UD.17 Pedestrian Access:** Encourage the provision of public pedestrian access through buildings and/or through the site to adjacent parcels.



**UD.18 Commercial clusters:** Facilitate and encourage through Redevelopment the clustering of commercial uses. Strip development, particularly on Contra Costa Boulevard, shall be discouraged by revising the Zoning Ordinance to limit the distance between driveways or shared driveways, to a specific number per 1,000 linear feet of roadway.

**UD.19 Screening of utilities:** All utilities shall be placed underground or screened by a solid wall and landscaping.

**UD.20 Building height:** In allocating the 20% of the Downtown where buildings may be constructed up to a maximum height of 5 stories, the following shall be considered:

- priority shall be given to sites located adjacent to the I-680 freeway as a means for mitigating the impact of the freeway on the rest of the City and providing ~~lowering~~ of building height toward the western periphery of the Downtown;
- the relationship of the proposed building(s) to the surrounding buildings and approved plans for the surrounding area; and,
- avoid blocking of scenic views and sunlight in surrounding public open spaces.

### **Public Open Space**

The amount of Public open space in the Downtown is not as important as the manner in which this space is utilized. Public open spaces, such as interior courtyards, pedestrian walkways, sidewalks sufficiently wide for benches and outdoor eating establishments and cafés, all serve to establish a sense of place Downtown. Rather than providing a buffer to separate land uses, as it does in the residential and industrial areas of the city, public open space Downtown connects different land uses both functionally and visually.

## Policies

UD.21 Development review process: Revise the development review process to assure that a meaningful amount of useable Public Open Space is incorporated in commercial, mixed use and office development Downtown. Require a Public Open Space Plan for development proposals for sites in excess of 2 acres or contiguous parcels of 2 acres or more.

UD.22 Adequate Public Open Space: Preserve and acquire additional Public Open Space in the Downtown through dedications, or the purchase of fee title or easements with park-in-lieu fees.

UD.23 Location of Public Open Space: Encourage the development of Public Open Space areas as courtyards, mini-malls, pocket parks and pedestrian paths separate from streets through the interior of city blocks and larger developments to connect various parts of the downtown and create additional interior uses.



UD.24 Public Art: Provide public art in parks and in Public Open Spaces financed through the PHRA's 1% public art program.

UD.25 Pedestrian access: Connect Public Open Space areas through pedestrian paths, tree-lined streets, and bicycle paths.

UD.26 Civic Center: Linking the Civic Center to the rest of the Downtown should be a high priority in the development of Public Open Spaces.

UD.27 Farmer's Market: Encourage the use of parking areas as well as Public Open Space areas for the establishment of a permanent Farmer's Market Downtown.

## Parking Facilities

Pleasant Hill's Zoning Ordinance requires the provision of 1 parking space for every 250 sq. ft. of retail/commercial and office space. The resulting pattern that has emerged in Downtown is many smaller parking lots adjacent to commercial/retail establishments. Pedestrian traffic is discouraged with shoppers driving from store to store. A more efficient grouping of parking space would occur if parking facilities were shared among several commercial and office establishments. A primary goal of an effective parking policy is to prevent development characterized by individual buildings surrounded by parking. It is recommended that the City establish a Parking Authority which could levy a parking 'in-lieu fee' in the Downtown to pay for joint parking facilities.

## Policies

UD.28 Standards: Review and develop flexible parking standards reflecting the type of uses in Mixed Use developments and include such standards in the Zoning Ordinance to facilitate a more effective utilization of parking space.

UD.29 Parking Plan: Prepare a Parking Management Plan that analyses the current and future need for parking space Downtown and develops programs to more efficiently manage parking facilities. The Parking Management Plan shall be integrated with the City's TSM (Transportation Systems Management) program.

UD.30 Parking Assessment District: Evaluate the feasibility of building a public parking garage through the establishment of a Parking Assessment District.

UD.31 Parking location: Locate parking facilities wherever possible to the rear of the development, so that the building facade is contiguous with the street frontage and parking areas are hidden from the street.

UD.32 Joint Facilities: Require joint parking facilities for downtown businesses wherever feasible.

UD.33 Structured Parking Facilities: Encourage the development of structured parking facilities by not including the floor area of a building used for parking in calculating FAR (Floor Area Ratio) limits provided that such parking serves non-residential uses.

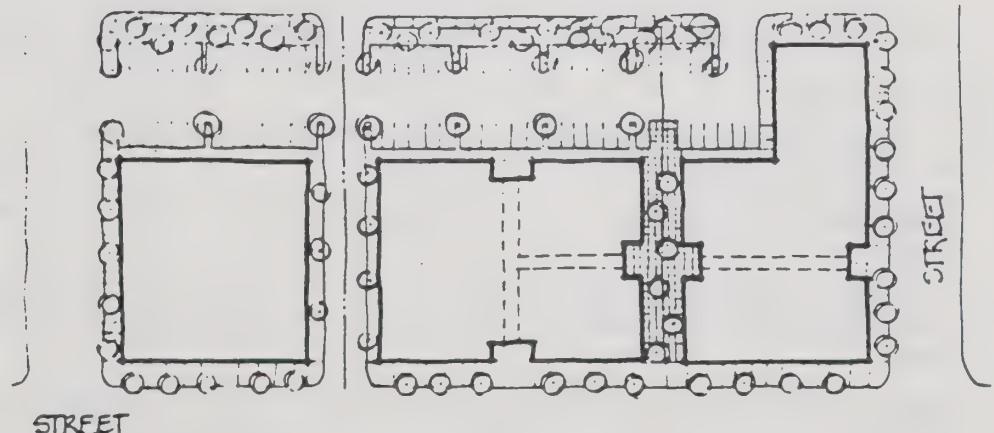
UD.34 Screening: Screen common parking areas from view from public streets.

UD.35 Bicycles and Motorcycles: Indicate areas suitable for bicycle and motorcycle parking in all new parking facilities.

UD.36 Trees in Parking Lots: Require the planting of shade trees in parking lots.

UD.37 Pedestrian Access: Provide safe pedestrian paths from vehicle parking areas to the perimeter of the parking area.

REAR PARKING  
JOINT FACILITIES



## ***Implementation Programs***

IP.1 Revise the Development Review process: Revise the Zoning Ordinance to require that all development proposals in the redevelopment areas be reviewed and approved by the Architectural Review and Planning Commissions and the Redevelopment Advisory Committee to assure compliance with the Urban Design Standards. Such review shall begin with evaluation of a conceptual site map and schematic elevations of proposed buildings.

Responsibility: Community Development Department and Redevelopment Agency

IP.2 Detailed Design Standards: The Architectural Review and Planning Commission shall review and approve detailed Downtown design standards for the following items which shall be incorporated into the revised Zoning Ordinance:

- a) street lighting,
- b) building setbacks;
- c) sign requirements;
- d) median strip, sidewalk, and 'gateway' landscaping standards;
- e) on/off -street loading specifications;
- f) specific qualitative standards for public open space Downtown; and,
- g) bus stop amenities such as benches and shade trees and turn outs for buses.

Responsibility: Community Development and Public Works Departments and Redevelopment Agency

IP.3 Street Tree Program: Prepare and adopt a street tree planting and management program establishing varieties, size and spacing requirements, maintenance standards, and priority planting schedules. This program shall give priority to those streets with heavy vehicular traffic and which link open spaces and activity centers.

Responsibility: Community Development and Public Works Departments and Pleasant Hill Recreation and Park District

IP.4 Landscape Assessment Districts: Use landscape assessment districts to install and maintain street trees, landscaping, sound walls and other improvements to the street right-of-way.

Responsibility: Public Works Department and Redevelopment Agency

IP.5 Downtown Informational Sign Program: Prepare a comprehensive and distinctive informational sign program for the Downtown.

Responsibility: Community Development and Public Works Departments and Redevelopment Agency

IP.6 Parking Management Plan: The City and the Pleasant Hill Redevelopment Agency shall work closely with businesses and property owners Downtown to implement the Parking Management Plan.

Responsibility: Community Development Department and Redevelopment Agency

IP.7 Revise Parking Standards: Develop parking standards for Mixed Use District. The revised parking standards shall be incorporated in the Zoning Ordinance.

Responsibility: Community Development Department and Redevelopment Agency



# Chapter III: Growth Management Element

## 3.1 Purpose and Context

The Growth Management Element establishes policies and standards for traffic Levels of Service (LOS) and standards for fire, police, parks, sanitary facilities, water, and flood control services, and expansion of redevelopment project boundaries. By adopting and implementing this Element, Pleasant Hill intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development with the plans of service providers, capital improvement programs and development mitigation programs.

The Growth Management Element is consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C) approved by countywide vote in 1988. It is adopted as an optional General Plan element under § 65303 of the California Government Code.

The State-mandated Congestion Management Program sets standards that must be met or exceeded by the Growth Management Element. Proposition 111, on the June 1990 California ballot, increased the gasoline tax and required each of the state's urban counties to prepare a Congestion Management Program including all jurisdictions within the County. The Contra Costa Transportation Authority, the agency created to implement Measure C, was designated by the County and Contra Costa cities as the Congestion Management Agency for the County. Many of the components of the Contra Costa Transportation Authority's Growth Management Program are similar to the State's five Congestion Management Program elements:

1. Application of traffic LOS standards to a designated system of state highways and principal arterial streets;

2. Standards for public transit addressing frequency, routing, and coordination of service provided by separate operators;
3. A trip reduction and travel demand element;
4. A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems; and
5. A seven year capital improvement program to maintain or improve the traffic level of service and transit performance standards.

Both the Contra Costa Transportation Authority's Growth Management Program and the State's Congestion Management Program allocate funds for transportation improvements to local jurisdictions. The Growth Management Program allocates additional sales tax revenues generated in Contra Costa County. The Congestion Management Program distributes the portion of gas tax revenue allocated to local governments is conditioned on conformity with the countywide program. To be eligible for these funds, local jurisdictions must participate in each of the programs.

The Pleasant Hill Growth Management and Circulation elements are consistent with the Contra Costa Transportation Authority's Growth Management Program and the Contra Costa Congestion Management Program (adopted by the Contra Costa Transportation Authority in October 1991).

## 3.2 Pleasant Hill Growth Potential and Service Responsibility

Pleasant Hill is substantially built-out. Of the 4,008 acres in the City, 200 remain for development. Another 63 acres are proposed for redevelopment. The Association of Bay Area Governments (ABAG) projects

population growth in the Pleasant Hill Sphere of Influence from 36,000 in 1990 to 37,600 in 2005 (an increase of 4 percent). Jobs are projected to increase from 16,600 to 23,380 (an increase of 41 percent). Most of the projected job growth will occur in the area of the Pleasant Hill BART station. This area is in unincorporated Contra Costa County and is part of a County Redevelopment Project.

The projected ratio of jobs to employed residents would increase from .77 in 1990 to 1.01 in 2005. While large volumes of in- and out-commuters will remain, the projected near balance between employed residents and jobs will keep total vehicle miles of travel lower than if the estimated 1990 jobs/housing imbalance were to persist.

Land use regulation, redevelopment, street construction and maintenance, police protection and parks acquisition are the primary services provided by the City. Sewage collection and treatment, water, schools, park development and maintenance, fire protection, and storm drainage are provided by special districts governed by boards elected in part by Pleasant Hill voters, but not subject to control by the City of Pleasant Hill.

Because Pleasant Hill is near the center of population and economic activity in Contra Costa County, its circulation system inevitably carries a high proportion of through traffic. No amount of growth management by the City acting alone could ensure adequate services for Pleasant Hill residents and businesses. Passage of Measure C resulted from recognition by the electorate that countywide growth management is needed. Measure C strongly encourages full participation in growth management by denying a portion of the additional revenue generated by the half cent sales tax imposed by Measure C to any jurisdiction that does not adopt and implement a growth management program.

### 3.3 Traffic Level of Service Standards and Related Policies

The Land Use and Transportation elements set policies for allocation of land uses and their density and intensity at build-out and define a circulation system intended to provide an acceptable level of service. The Growth Management Element adds a concurrency requirement to the General Plan by specifying the traffic LOS standards that must be maintained if growth is to occur.

Definitions of the following four terms are essential to the Growth Management Element:

**Traffic Level of Service (LOS):** A ranking of intersection congestion from A (free flow) to F (traffic levels exceed capacity). See Transportation Element for detailed explanation.

**Routes of Regional Significance:** Roads designated by the Contra Costa Transportation Authority that are subject to Action Plans prepared by a Regional Transportation Planning Committee.

**Basic Routes:** All local roads not designated Routes of Regional Significance.

**Reporting Intersections:** All signalized intersections except those on Routes of Regional Significance.

See Glossary to the General Plan for additional definitions.

**POLICY 1 Routes of Regional Significance:** The following arterials are designated Routes of Regional Significance by Pleasant Hill in cooperation with TRANSPAC (the Regional Transportation Planning Committee for Central Contra Costa County) and the Contra Costa Transportation Authority. Pleasant Hill will participate with both agencies in developing Action Plans for each of these facilities.

- Interstate 680 Freeway
- Alhambra Avenue/Pleasant Hill Road north of Taylor Boulevard
- Taylor Boulevard
- Geary Road
- Contra Costa Boulevard

Map III-1 shows Routes of Regional Significance.

**POLICY 2** Basic Routes: Apply the following standards to signalized intersections on all roads other than Routes of Regional Significance unless the City and the Contra Costa Transportation Authority have made Findings of Special Circumstances in accordance with Policy.

- Suburban: LOS low-D  
(.80 to .84 volume-to-capacity ratio)
- Central Business District: LOS low-E  
(.90 to .94 volume-to-capacity ratio)

Map II-6 in the Land Use Element shows the boundaries of Downtown. In the terminology of Measure C (reproduced in Appendix A), Downtown is a "Central Business District/Major Commercial Center"; the remainder of the Planning Area is "Suburban".

Map III-1 shows existing and future Reporting Intersections (that is, signalized intersections) on Basic Routes.

**POLICY 3** Application of Standards: Level of Service standards are considered to be met if measurement of actual conditions at the intersections indicates that operations are equivalent to or better than those specified in the standard or the City's adopted five-year Capital Improvement Program includes project(s) that, when constructed, will result in operations better than or equivalent to those specified in the standard.

Program 3.1 Conduct traffic impact studies consistent with the Technical Guidelines published by the Transportation Authority as part of the application review process for development projects estimated to generate over 100 peak-hour vehicle trips. Projects expected to generate over 100 peak-hour trips in the peak direction should not be approved unless the City has made Findings of Consistency with the Level of Service Standards adopted in Policy 2.

Findings of Consistency may be made only if a traffic impact analysis shows that project approval is consistent with adopted Action Plans with respect to Routes of Regional Significance and will not result in violation

of adopted standards at any Basic Route signalized intersection unless (1) projects in the City's five-year Capital Improvement Program will result in attainment of the standards, or (2) Findings of Special Circumstances including imposition of appropriate mitigation measures have been adopted by the City and the Transportation Authority.

Program 3.2 Continue to implement a development mitigation program requiring developers to pay costs necessary to mitigate impacts of their development projects on the local and regional transportation system, including establishment of trails and other alternatives to vehicle use.

*Ordinance 664 (1991) established fees per housing unit, and per square foot or trip end for nonresidential development to mitigate traffic impacts. Adjustments will be made as needed to maintain adequate fee levels.*

Program 3.3 Annually monitor compliance with adopted standards for the Reporting Intersections, as follows:

- Patterson and Oak Park Boulevard
- Monument Boulevard and Buskirk Road
- Coggins Drive and Buskirk Road
- Gregory Lane and Pleasant Hill Road
- Gregory Lane and Cleaveland Road

Submit a checklist on compliance with the Growth Management Program annually to the Contra Costa Transportation Authority.

*As new traffic signals are installed on Chilpancingo Parkway at Old Quarry and on Gregory Lane at Helen and Elinora, these intersections should also be monitored.*

Program 3.4 The Local Street Improvement and Maintenance Funds allocated by the Transportation Authority may be used for projects designed to meet or maintain Level of Service standards, to maintain and improve the existing street system, to insure general plan and compliance requirements of the Transportation Authority are met, to implement Action Plans for

Map III-1

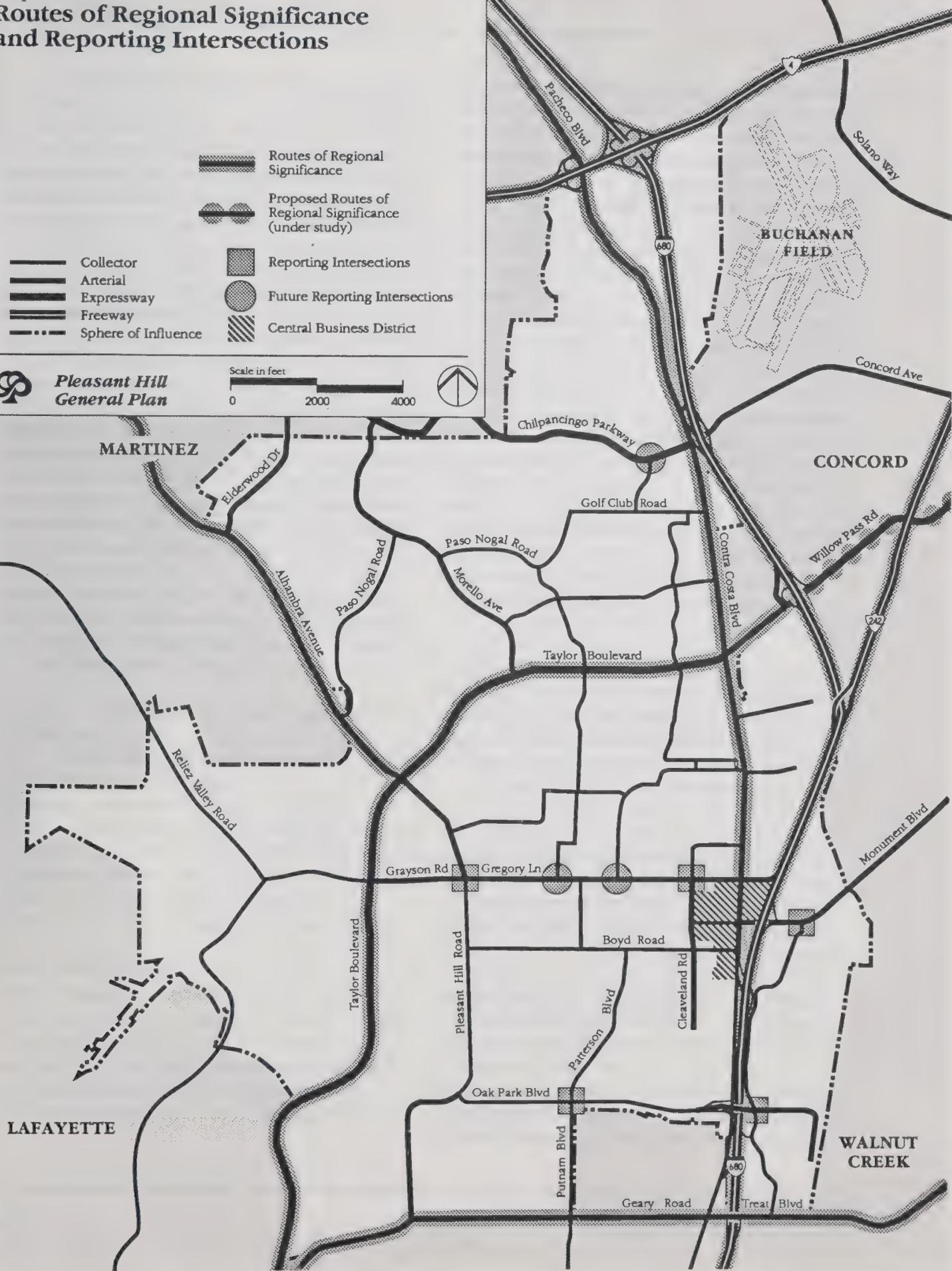
# Routes of Regional Significance and Reporting Intersections

-  Routes of Regional Significance
-  Proposed Routes of Regional Significance (under study)
-  Collector
-  Arterial
-  Expressway
-  Freeway
-  Sphere of Influence
-  Reporting Intersections
-  Future Reporting Intersections
-  Central Business District

Scale in feet  
0 2000 4000



Pleasant Hill  
General Plan



Regional Routes, and to provide mitigation for intersections subject to Findings of Special Circumstances. Transportation Authority funds shall not be used to replace private developer funding for transportation projects determined to be required to meet or maintain standards for new growth.

Program 3.5 Modify Ordinance No. 655 (1990) establishing a Transportation Systems Management (TSM) Program in Pleasant Hill to make it consistent with the Model TSM Ordinance approved by Contra Costa Transportation Authority in June 1991.

*The objective of the City's ordinance is to reduce both peak period and total number of employee trips in the City so that no more than 75 percent of employee commute trips covered occur during the a.m. and p.m. peak periods and no more than 80 percent of the employees commute in single-occupant automobiles. The Contra Costa Transportation Authority ordinance has a less demanding standard for single occupant vehicle trip reduction, but requires a workplace TSM coordinator for complexes with 100 or more non-retail employees and specifies penalties for non-compliance.*

Program 3.6 Monitor compliance with adopted standards using a list of Reporting Intersections to be prepared and maintained by the Public Works Department. Submit an annual checklist on compliance with the Growth Management Program to the Transportation Authority.

Program 3.7 In the event that any Basic Route signalized intersection does not meet adopted standards, the City will consider amendment of its General Plan, Zoning Ordinance, Capital Improvement Program or other relevant plans and policies to attain the standards specified in Policy 2.

**POLICY 4 Multijurisdictional Transportation Planning:** Participate in multijurisdictional transportation planning through TRANSPAC activities, including the preparation of Action Plans for Routes of Regional Significance. Cooperate in planning for intersections subject to Findings of Special Circumstances located in other jurisdictions when it is believed

that the City's actions contribute to conditions at such intersections.

**Program 4.1** Participate in the Transportation Authority's conflict resolution process as needed to resolve disputes related to preparation and implementation of Action Plans and other programs described in this Element.

**Program 4.2** Following adoption of Regional Route Action Plans by TRANSPAC and the Transportation Authority, implement specified City actions in a timely manner.

**POLICY 5 Findings of Special Circumstances:** If a Basic Route signalized intersection does not meet adopted standards and if such amendments as are described in Program 3.4 are not possible or feasible for reasons discussed as "Criteria for Findings of Special Circumstances" in materials published by the Transportation Authority, the City may prepare a request for Findings of Special Circumstances. The request will be submitted to the Transportation Authority, consistent with its prescribed procedure. The Request must identify alternative standards and proposed mitigation measures and programs.

*The criteria referenced in the policy are:*

- *high proportion of through-traffic;*
- *inability to fund improvements required to bring facility into compliance;*
- *impacts to environment and neighborhood character in conflict with general plan policies and objectives; and*
- *conflict with economic development or other local objectives included in the general plan.*

### 3.4 Performance Standards and Related Policies for Other Facilities and Services

Because the City of Pleasant Hill is responsible for regulation of development but does not provide all of the services needed to serve development, it must check with providers to determine the adequacy of services before approving a development proposal. Performance standards measure the adequacy of a facility or service an agency commits to provide or deliver. In addition to specifying traffic level of service standards, Measure C requires each jurisdiction to establish standards for six categories of services: parks, fire and police protection, sanitary facilities, water, and flood control.

Policy 6 sets standards consistent with the Open Space, Park and Conservation Element (Parks) and the Community Health and Safety Element (Flood Hazards, Potable Water Supplies, Fire Protection, Police Protection). A school standard is added to the list.

**POLICY 6 Performance Standards:** Approve new development only after finding that the following performance standards are met:

1. Water Standards: Verification from the Contra Costa Water District or the East Bay Municipal Utility District that adequate water quality, quantity and distribution can be provided.

*Additional reservoirs or distribution system improvements would be financed from the capital improvements funds for the districts, which are derived from water rates and connection fees.*

2. Sanitary Sewer Standard: Verification by the Central Contra Costa Sanitary District that adequate collection and treatment can be provided.

*Capacity increases are funded by developer fees paid to the District.*

3. School Standard: Verification by the Mt. Diablo Unified School District that adequate capacity is available for new residential development.

*School impact fees by developers cover part of the cost of expanding and maintaining school facilities.*

4. Parks and Open Space Standard: Three acres per 1,000 residents added are to be acquired as enabled by State law (Quimby Act).

*Land dedication or payment of in-lieu fees is a condition of approval of residential subdivisions. Park land is acquired by the City and then transferred to the Pleasant Hill Recreation and Park District for development and maintenance.*

5. Fire Protection Standard: Verification by the Contra Costa County Fire District that fire protection can be provided within five minutes response time.

*Service improvements are funded from a variety of sources, including developer fees and County set-aside capital improvement funds.*

6. Police Protection Standard: Verification by the Pleasant Hill Police Department that emergency response can be provided within five minutes and that 20 minute response can be maintained for 95 percent of non-emergency calls.

*The Police Department budget is a City of Pleasant Hill general fund expenditure.*

7. Storm Drainage Standard: Verification by the Contra Costa County Flood Control and Water Conservation District and the City of Pleasant Hill Department of Public Works that adequate storm drainage facilities exist or are funded.

*Storm drainage fees are collected by the City as a prerequisite of development to fund drainage projects serving the city.*

Program 6.1 Continue to implement a development mitigation program to ensure that new growth is paying its share of the costs associated with the provision of facilities for fire, police, parks, sanitary facilities, water, flood control, and schools.

Program 6.2 Approve development projects only after making findings that one or more of the following conditions are met:

# Chapter IV: Transportation Element

## *Purpose of the Transportation Element*

It is a requirement of Government Code § 65302[b] that every General Plan include a Transportation Element which consists of "the general location and extent of existing and proposed thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the General Plan." This Transportation Element has been prepared in conformance with the requirements of the Government Code.

The Transportation Element discusses transportation issues for the City and Planning Area. Traffic projections to the year 2005 for the traffic that would be generated by land uses at build-out are shown on Map IV-4. The policies and implementation programs contained in this Element provide a guide for decisions regarding transportation system improvements. Although this Element does not assume that there will be a significant increase in transit ridership, carpooling and participation in Transportation Systems Programs [TSM], policies are presented to promote these transportation alternatives.

Pleasant Hill's remaining potential development and related traffic increases are relatively minor in a regional context. Nonetheless, the need to tackle transportation problems on a regional basis and the critical shortages of funds for transportation improvements are recognized by this Plan. Policies are recommended to facilitate interjurisdictional cooperation on a County-wide basis.

## *Existing and Future Conditions*

### *Existing Conditions*

Pleasant Hill is located in the rapidly growing urban area in central Contra Costa County which is experiencing increasing demands on its transportation system. Traffic congestion on streets and freeways has become a major concern, as evidenced by the recent approval of the County's Measure C Initiative authorizing a 1/2% sales tax to finance needed transportation improvements.

Not only is Pleasant Hill experiencing the traffic problems normally associated with a rapidly growing urban area, it is strategically located on the County's only north-south freeway corridor [I-680] that continues to experience increasing congestion during peak travel periods. Consequently, more and more motorists are using local City streets increasingly as alternative through-routes to the freeway system. Traffic studies carried out by the City indicate that 65% of the peak hour traffic on Pleasant Hill streets, connecting and adjacent to the freeway, originates and is destined outside of the City.

The solutions to Pleasant Hill's transportation problems are regional in nature. Cities acting independently cannot improve traffic congestion. Not only are State and Federal funds insufficient to meet the County's transportation needs, effective solutions can only be implemented on a regional and County-wide basis. For this reason, the Contra Costa County Transportation Authority [CCCTA] was established. The Authority's mandate is to develop a County-wide comprehensive transportation plan that includes a balanced network of highways, local streets, public transit, growth management and regional planning. Implementing funds will come from the Measure C 1/2% County-wide retail sales tax. In addition, the City is a member of TRANSPAC, one of four sub-regional organizations which provides the basis for membership in the CCCTA.

Although Pleasant Hill is 95% built-out and the remaining areas of developable land are already served by existing streets, anticipated traffic increases will exceed the capacities of several of the City's arterial streets. The costs of constructing all of the required improvements to accommodate the projected year 2005 traffic on the City's streets greatly exceed available funding. Improvements to accommodate future transportation demands will focus on additional signalization, reduced on-street parking, implementation of a Transportation Systems Management [TSM] program and adoption of measures to reduce the amount of through-traffic in the City's residential areas. It will also entail working with the Transportation Partnership Committee (TRANSPAC) group of policy and planning officials from Walnut Creek, Concord, Pleasant Hill, Clayton, Martinez, and the County with the Contra Costa County Transportation Authority (CCCTA), the Metropolitan Transportation Commission [MTC] and the State to solve regional transportation problems.

Pleasant Hill is adjacent to the I-680 Freeway. The intersection of I-680 with State Route 4 marks the northern boundary of the City's Sphere of Influence. Arterials such as Taylor Boulevard and Pleasant Hill Road have a high amount of peak hour commuter traffic.

The principal streets are shown in Figure 1 and are described below. The definitions of various street types are listed in *Table 1*.

Boyd Road is a two-lane, east-west route linking Contra Costa Boulevard with Pleasant Hill Road serving Sequoia School. Key intersections at Contra Costa Boulevard and Patterson Boulevard are signalized. The intersections with Pleasant Hill Road and Cleaveland Road are controlled by stop signs.

Chilpancingo Parkway is a two to four-lane roadway extending from Contra Costa Boulevard westerly to Martinez. The key intersection is at Contra Costa Boulevard. With a full interchange at I-680, the Parkway attracts through-traffic and provides access to Diablo Valley College. Chilpancingo Parkway also serves adjacent commercial and medium-density multifamily residential development. The eastern extension of this parkway is Concord Avenue, a major access route to downtown Concord.

Cleaveland Road is a two to four-lane north-south street which borders the west side of the Downtown/Core business area. Cleaveland is signal-controlled at Gregory Lane and controlled by four-way stop signs at Boyd Road. It is designated an arterial street from Gregory Lane south and a collector street north of Gregory. Cleaveland Road also connects directly with Woodsworth Lane, a collector street, extending easterly to a signalized intersection with Contra Costa Boulevard.

Geary Road is a two-lane, east-west street extending from Pleasant Hill Road easterly along the south edge of Pleasant Hill. Geary Road serves regional through-traffic via the Treat/I-680 interchange and the Pleasant Hill BART Station, but also directly accesses residences in Pleasant Hill and Walnut Creek.

TABLE 1: DEFINITIONS OF STREET TYPES

Street Type	Definition
Freeway	A freeway is a divided highway with full-control of access. Complete separation of conflicting traffic movements is provided. It is thus the highest form of roadway design, and is intended to provide for the expeditious movement of large volumes of traffic between, across, around or through a city, area, or a region. It is not intended to provide access to abutting land.
Expressway	The expressway is a divided roadway with access provided only at signalized intersections or interchanges. It is intended to serve the same function as a freeway in areas where higher capacity and costly freeway design are not feasible. It differs from a freeway in that it may have a few or no grade separations. Because of this lack of grade separation, the expressway generally has more access points and thus typically is more useful for short-range trips than the freeway.
Arterial	The primary function of an arterial is to provide for: [1] traffic movement between areas and across portions of a city; [2] direct service to principal traffic generators; and [3] a connection to the freeway-expressway system. A subordinate function of arterials is the provision of direct access to abutting land. Since the primary function of this street type is to provide for the movement of vehicles rather than afford access to abutting land or temporary parking for vehicles, arterial streets are typically subject to regulation and control of parking, turning movements, entrances, exits, and curb use where conditions warrant. Control of access may also be required at some locations.
Collector	Collector streets link small areas of neighborhoods to the arterial street system. They also carry much of the through-traffic within residential, industrial, and commercial areas and serve to connect adjacent neighborhoods. An important part of their function is to provide access to abutting property.
Local Street	Local streets are intended to provide direct access to residential, commercial, industrial or other abutting land. These streets should serve local traffic movements and are not intended to handle through-traffic.

SOURCE: DKS ASSOCIATES, PLEASANT HILL CITY-WIDE TRAFFIC STUDY-FINAL REPORT, SEPTEMBER, 1985

Grayson Road/Gregory Lane is an east-west link extending from Contra Costa Boulevard [and an I-680 southbound off-ramp] to Taylor Boulevard and Reliez Valley Road. Gregory Lane is four lanes wide with signalized intersections at Contra Costa Boulevard, Cleaveland Road and Pleasant Hill Road. West of Pleasant Hill Road, Gregory Lane becomes Grayson Road, a two-lane street. In addition to serving east-west through-traffic, this corridor serves various residential, church, retail and small office land uses.

Monument Boulevard is a major four-lane street extending easterly from Contra Costa Boulevard into Concord. Key intersections in Pleasant Hill are at Contra Costa Boulevard and Buskirk Avenue, both signalized. With an interchange at I-680, Monument Boulevard serves through-traffic between the freeway and Concord. Most of the south side of Monument Boulevard frontage is developed with commercial land uses [east of I-680].

Morello Avenue is a two to four-lane roadway extending in a north-south direction from Chilpancingo Parkway in Martinez through Pleasant Hill to Taylor Boulevard. Key intersections are Chilpancingo Parkway [three-way stop sign controlled], Paso Nogal Rd [stop-sign control for Paso Nogal Rd.] and Taylor Boulevard [signalized]. Morello Avenue is a through road, providing access to Diablo Valley College as well as for adjacent residences.

North Main Street is a two-lane collector street extending from Boyd Road south into Walnut Creek. It functions as a freeway frontage road, serving direct access and through-traffic needs for adjacent residential and commercial land uses. With the anticipated I-680 reconstruction, North Main Street will become a four-lane arterial street, requiring removal of the adjacent single family residences.

Oak Park Boulevard/Coggins Drive, a two-lane east-west street, extends from Pleasant Hill Road easterly across I-680 into the unincorporated Pleasant Hill BART Station area. Serving regional through-travel and local residential/commercial access, the street's key intersections are at Pleasant Hill Road [stop-sign controlled], Putnam Boulevard [signalized], Pleasant Valley Drive [signalized] and North Main Street [signalized]. Oak Park is designated a collector street. The Coggins Drive is designated a four-lane wide arterial street. The Coggins Drive intersection with Buskirk Avenue is signalized.

Pleasant Hill Road is a north-south two to four-lane through-route extending from Martinez through Pleasant Hill into Lafayette. Key intersections are at Paso Nogal Rd. [signalized], Taylor Boulevard [signalized], Gregory Lane [signalized], Boyd Road [stop-sign controlled for the Boyd Road approach], Oak Park Boulevard [stop sign controlled for Oak Park approach], and Geary Road [signalized]. Pleasant Hill Road serves through travel but also provides local access to adjacent residential areas. It is designated an arterial street north of Gregory Lane and south of Oak Park Boulevard, but between Gregory and Oak Park, Pleasant Hill Road is designated a 'collector street'. A new signal has been recently installed at the Westover/Strand intersection.

Taylor Boulevard is a major four-lane through-route classified as an expressway, which diverges from Pleasant Hill Road south of the City and extends north through the westerly portion of Pleasant Hill. At Pleasant Hill Road, Taylor Boulevard turns east continuing to Contra Costa Boulevard. For most of its length, Taylor Boulevard is a 45 to 55 mph. limited access roadway. Key intersections are at Grayson Road, Pleasant Hill Road, Morello Avenue and Contra Costa Boulevard [all signalized]. East of Contra Costa Boulevard, Taylor Boulevard becomes Willow Pass Road, with a full access interchange at I-680.

Other local streets. Other important local streets connect with and extend the Pleasant Hill network into adjacent cities and the County. In Concord, Concord Avenue, Willow Pass Road and Monument Boulevard provide major four- to six-lane street extensions of Pleasant Hill's Chilpancingo Parkway, Taylor Boulevard and Monument Boulevard respectively. To the north, Pleasant Hill Road/Alhambra Avenue, Morello Avenue, Chilpancingo Parkway and Pacheco Boulevard provide two to four-lane extensions of Pleasant Hill streets into the County and Martinez. South of the City, Taylor Boulevard and Pleasant Hill Road continue as four-lane major streets through the County and into the City of Lafayette. Similarly, Geary Road continues east of I-680 as a major four-lane street through Walnut Creek as Treat Boulevard. North Main Street provides access to Walnut Creek parallel to I-680.

Regional Highways The main freeway serving Pleasant Hill and all of central Contra Costa County is I-680 which provides the only route through the central County. The other major routes serving the City are State Route [SR] 4 and SR 24. In the vicinity of Pleasant Hill, SR 4 is a four to six-lane freeway with local access via interchanges at Alhambra Avenue, Morello Avenue and Pacheco Boulevard. SR 4 is the major east-west link across Contra Costa County. SR 24 is a four- to six-lane freeway connecting Pleasant Hill to Oakland and the Bay Bridge. SR 24 joins I-680 in Walnut Creek, diverging in the Pleasant Hill area to connect with SR-4. [The connection between I-680 and SR 4 is designated as SR 242.]

TABLE 2: ROADWAY CLASSIFICATIONS

Street Name	Freeway	Expressway	Arterial	Collector
Alhambra Avenue			•	
Bancroft Road				•
Beth Drive			•	
Buskirk Road				•
Center Avenue			•	
Chilpancingo Parkway		•		
Coggins Road			•	
Concord Avenue			•	
Contra Costa Boulevard			•	
Diamond Boulevard			•	
Doray Drive				•
Elderwood Drive				•
Ellinwood Drive				•
Elnora Drive				•
Golf Club Road			•	
Geary Road			•	
Grayson Road			•	
Gregory Lane			•	
Hookston Road				•
Kahrs Road				•
I-680 Freeway	•			
Lucille Lane				•
Maureen Lane				•
Monument Blvd.			•	
Morello Avenue			•	
Norse Road				•
Oak Park Boulevard			•	
Old Quarry Road				•
Paso Nogal				•
Patterson Boulevard				•
Pleasant Hill Road			•	
Putnam Boulevard				•
Reliez Valley Road				•
Ruth Drive				•
State Route 4	•			
Taylor Boulevard		•		
Treat Boulevard			•	
Viking Drive				•
Westover Drive				•
Willow Pass Road			•	
Withers Avenue				•
Woodsworth Lane				•

## Traffic Volume and Level of Service

The Level of Service [LOS] is an indicator or guideline describing in a general manner the relative ease or congestion of traffic movement. Level of Service [LOS] is not an accurate quantitative measure of traffic movement. At a signalized intersection, the LOS is determined by calculating the amount of through and turning traffic in each direction and dividing that by the capacity designed to accommodate those turning movements. Level 'A' represents free flow conditions and level 'F' represents jammed conditions where traffic flow is at or over the capacity of the roadway and consequently moves very slowly. *Table 3* below explains in more detail the Level of Service concept.

TABLE 3: LEVEL OF SERVICE DEFINITIONS

Level of Service	Description	V/C Ratio*
<b>A</b>	Relatively free-flow. No restrictions to vehicle maneuverability or speed. Very slight delay.	0.00-0.60
<b>B</b>	Stable Flow. Some slight reduction in maneuverability and speed. Vehicle platoons form. This is a suitable level of operation for rural design. Slight delay	0.61-0.70
<b>C</b>	Stable flow operation. Higher volumes. More restrictions on maneuverability and speed. Acceptable delay.	0.71-0.80
<b>D</b>	Approaching unstable flow operation. Queues develop. Little freedom to maneuver. Tolerable delays for short periods.	0.81-0.90
<b>E</b>	Unstable flow or operation. Low operating speed; momentary stoppages. This condition is not uncommon in peak hours. Congestion and intolerable delays.	0.91-1.00
<b>F</b>	Forced flow or operation. There are many stoppages. The highway acts as a vehicle storage area. Jammed.	1.00+

SOURCE: HIGHWAY CAPACITY MANUAL, HRB SPECIAL REPORT 87. [\*V/C IS THE RATIO OF TRAFFIC VOLUME TO CAPACITY.]

Roadway capacity and LOS are related to a number of factors: the width, number of lanes of roadway, and such 'friction' factors as the presence of on-street parking, the frequency or lack of traffic signals and left-turn pockets, the amount and locations of driveways or side streets, pedestrian activity and topography.

Traffic volumes on Pleasant Hill streets, recorded in 1986, are indicated by *Map IV-1*. The highest traffic volumes are on through-routes such as Taylor Boulevard and Pleasant Hill Road [north of Taylor]. Streets that serve a combination of through-traffic and concentrated commercial development, such as Contra Costa Boulevard, Willow Pass Road, Monument Boulevard and Chilpancingo Parkway also carry a higher volume of traffic.

*Map IV-2* depicts roadway segments and intersections which operate with significant congestion characteristic of LOS 'D' or worse. As indicated by *Map IV-2*, the majority of Pleasant Hill streets with the exception of those connecting to the I-680 Freeway such as Chilpancingo Parkway, Willow Pass Rd., Taylor Boulevard and Monument, operate at a LOS 'C' or better.

#### MAP IV-1: TRAFFIC VOLUMES ON PLEASANT HILL STREETS



**City of Pleasant Hill  
1986 Daily Traffic Volumes  
24 Hour Two-Way Volumes**

C Concord 1985 Count  
\* Caltrans 1985 Count

**DKS Associates**

Roadways adjacent to Pleasant Hill with significant traffic congestion [LOS 'D' or worse] are those which carry heavy through-traffic and/or traffic to/from freeway ramps. In particular, congestion is experienced along Concord Avenue, Willow Pass Road and Monument Boulevard in Concord; the Treat Boulevard-Geary Road corridor in Contra Costa County and Walnut Creek; and Pleasant Hill Road through Lafayette. The I-680 Freeway experiences severe congestion with a LOS of 'F' throughout Pleasant Hill, Walnut Creek and Concord. In contrast SR 24 experiences relatively stable traffic flows typical of LOS 'C' or better.

Although LOS is useful in describing the extent of traffic congestion, as mentioned earlier in the Growth Management Element, it should not be used as a quantitative standard to determine the location and phasing of development. There are many serious shortcomings with LOS when it is applied in this manner. If an observed LOS of 'D' is used to limit development on a given site, there is no way to take into account, for example, the traffic impacts generated by other developments located on adjacent and nearby streets, or in the region. In addition, the LOS concept does not provide a rationale for determining whether only the Level of Service of the street fronting a given development or whether Level of Service for all roads servicing the site should be required to meet the LOS standard. Until these and other problems associated with the application of LOS are resolved, it should remain exclusively a descriptive, rather than a prescriptive, tool. In addition, other descriptive indicators used to describe traffic movement include: Average Daily Traffic (ADT); Peak Hour Traffic, and Intersection Capacity and Turning Movements.

### **Network Deficiencies**

Network deficiencies (indicated by *Map IV-2*) occur primarily along the following corridors in the City and are described below. The majority of the City's traffic problems are a result of regionally-generated traffic that has resulted from the rapid urbanization of Contra Costa County and portions of Solano County. Traffic analyses have indicated that only a small proportion of the City's traffic congestion is attributable to locally-generated vehicle movements.

**Pleasant Hill Road west of Taylor:** Although daily volumes indicate moderate congestion [LOS 'D'], the Pleasant Hill/Taylor intersection experiences afternoon peak-hour congestion. The congestion is primarily the result of left-turn volumes from northbound Taylor Boulevard to westbound Pleasant Hill Road. Much of this volume is destined for residential areas in Martinez.

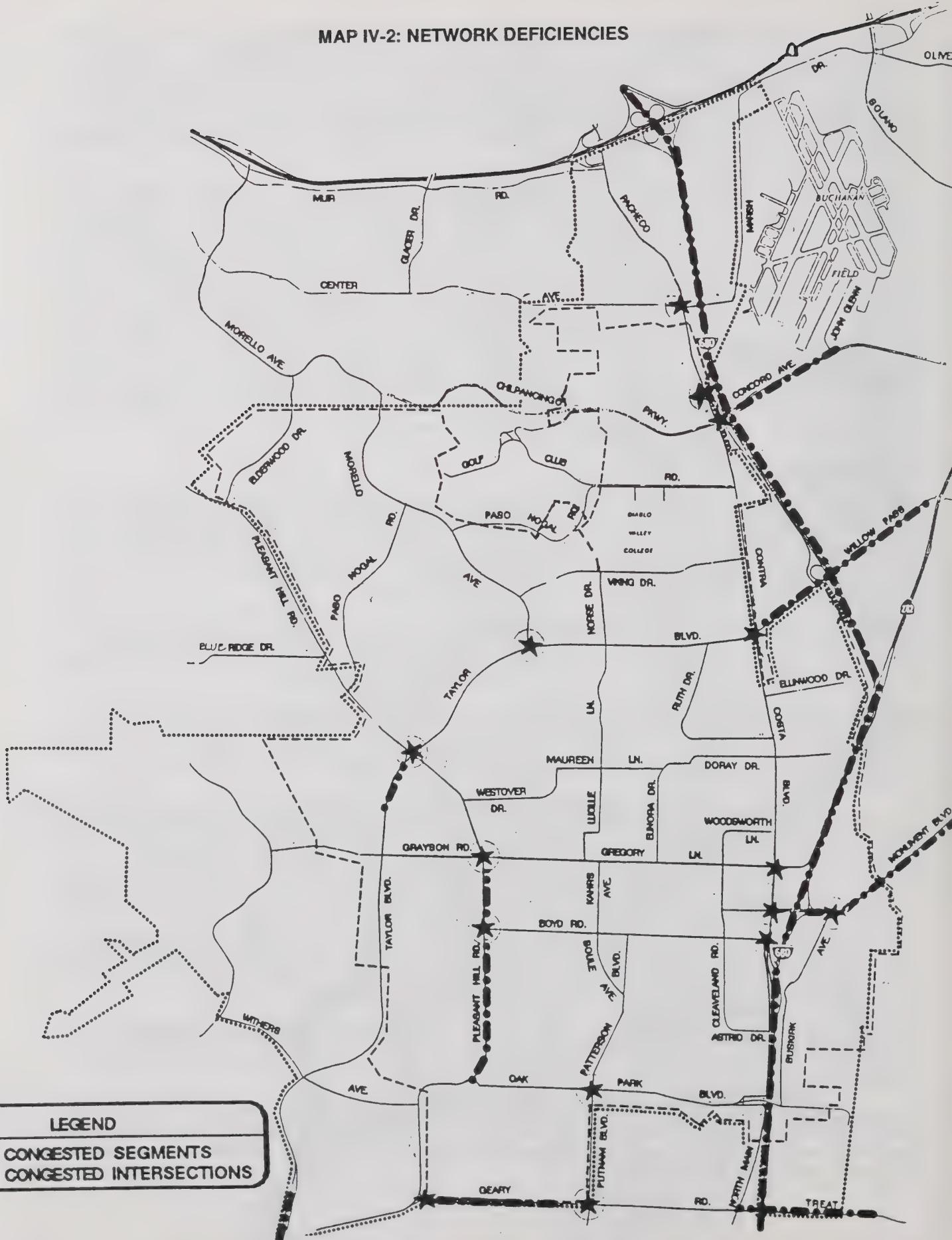
**Pleasant Hill Road between Gregory Road and Oak Park Boulevard:** Congestion along this route results from the interaction between local traffic and relatively heavy through-traffic. Turning movements at intersections and driveways conflict with through-traffic, resulting in delay and congestion.

**Contra Costa Boulevard from Monument Boulevard north to Second Avenue in Pacheco:** Moderate to severe congestion is caused by several factors. Numerous cross streets and major driveways serve retail centers as well as office parks and Diablo Valley College. These land uses result in heavy turning movements on/off Contra Costa Boulevard. In addition, Contra Costa Boulevard is directly affected by I-680 freeway interchange traffic. Southbound I-680 traffic destined for Monument Boulevard must exit at Gregory Lane, turning left at Contra Costa Boulevard and Monument Boulevard. Traffic destined from Monument Boulevard to southbound I-680 must turn left from Monument Boulevard to Contra Costa Boulevard. These additional turning movements significantly add to the congestion on Contra Costa Boulevard. Finally, severe congestion on I-680 diverts motorists to Contra Costa Boulevard, an alternative through-route.

**Willow Pass Road between Contra Costa Boulevard, and I-680:** With heavy through-traffic and as the primary access to the Sun Valley Shopping Mall, Willow Pass Road experiences severe congestion.

**Geary Road between Pleasant Hill and Putnam Roads:** Geary Road carries local as well as through-traffic destined for commercial development on North Main Street and along Treat Boulevard, including the Pleasant Hill BART Station area. The combination of local and through-travel causes congestion along this two-lane street.

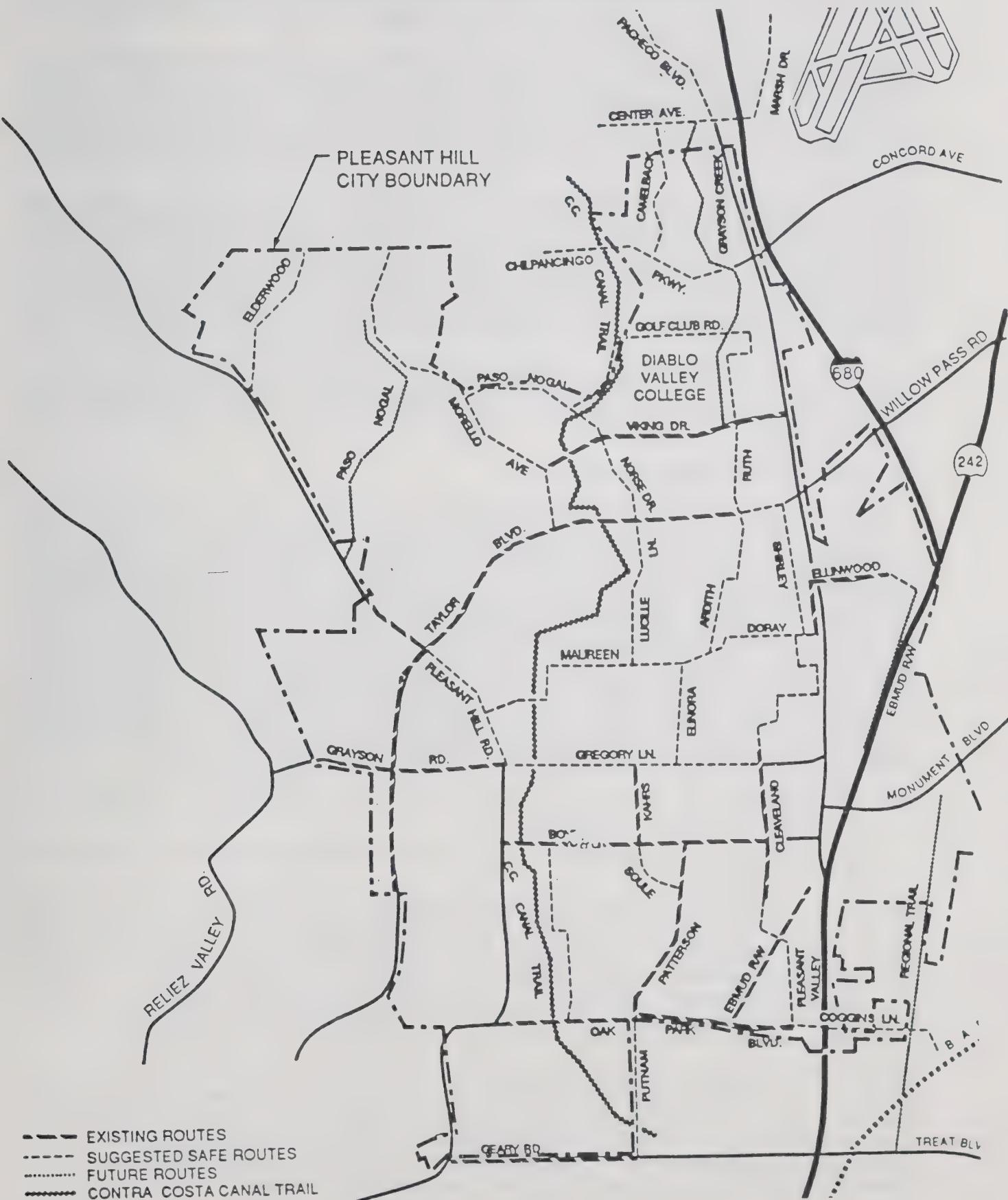
MAP IV-2: NETWORK DEFICIENCIES



LEGEND

- CONGESTED SEGMENTS
- CONGESTED INTERSECTIONS

## MAP IV-3: EXISTING AND SUGGESTED BICYCLE ROUTES



— EXISTING ROUTES  
- - - SUGGESTED SAFE ROUTES  
- - - - FUTURE ROUTES  
- - - - - CONTRA COSTA CANAL TRAIL

Monument Boulevard east of I-680: The Monument Boulevard corridor includes relatively heavy concentrations of retail development that generate significant traffic volumes. In addition, congestion problems are a result of heavy through-traffic between Concord and I-680.

In addition, the following intersections experience congestion problems, also largely attributable to regionally-generated through traffic: Chilpancingo Parkway/Concord Avenue; Center Avenue/Pacheco Avenue; Morello Avenue/Taylor Avenue; Gregory Lane/Grayson Road; Trelany Boulevard/Contra Costa Boulevard; Boyd Road/Contra Costa Boulevard; Buskirk Avenue/Monument Boulevard; and Geary Road at both Pleasant Hill Boulevard and Patterson Boulevard.

Freeway Conditions: The congestion problems along the I-680 corridor reflect deficiencies in the local interchanges and their connections with the local street system as well as insufficient regional freeway system capacity. Peak hour congestion occurs weekdays at key interchanges such as I-680/Concord and I-680/Willow Pass Road. Congestion at I-680/Monument Boulevard is caused by the interchange design with the southbound off-ramp [at Gregory] and the southbound on-ramp [at Boyd] which are separated by only 0.3 mile. This design results in excessive turning movements on/off Contra Costa Boulevard.

On a regional level, problems along I-680 are caused by the Benicia-Martinez Bridge and the I-680/SR 24 interchange. During the morning peak period, southbound backups typically extend from I-680/SR 24 through much of Pleasant Hill. This congestion causes much through-traffic to take Pleasant Hill streets.

### ***Future Conditions: Traffic Forecasts***

In order to relate roadway and other transportation improvements required to accommodate anticipated land use changes and future growth in Pleasant Hill, projections of future traffic were developed. Traffic projections for the year 2005 were developed for the street network within the Planning Area. These projections are based on several traffic studies: Travel Forecasting Model-Documentation, March 1985; Pleasant Hill City-Wide Traffic Study, September 1985; and the Pleasant Hill City-Wide-Year 2000 Alternatives Analysis, March 1985, which developed a travel demand model for the entire planning area. The model takes into consideration both existing and future land use at build-out, financial and physical constraints and the traffic generation characteristics of Concord, Martinez and Walnut Creek. These projections were updated to the year 2005 in 1989 to take into account the most recently available traffic data, land use policies contained in the General Plan and the following categories of roadway improvements which are committed for funding both within the City's Planning Area as well as in central Contra Costa County:

- a] Concord's planned improvements to Willow Pass Road, Concord Avenue and Clayton Road;
- b] Caltrans planned widenings of I-680; and
- c] Caltrans interchange improvements, notably the Urban Diamond Interchange at I-680 and Monument Boulevard

The projected traffic for the year 2005 is indicated by *Map IV-4*. The traffic that would be generated by the build-out within the City's Planning Area is indicated separately from regionally-generated traffic. Locally-generated traffic accounts for only 25% to 35% of the total year 2005 traffic. When regionally-generated traffic is assigned to the City's street system, the Level of Service [LOS] at many intersections decreases from a level 'C' to 'E' or 'F'. It should be emphasized that the through-traffic generated by development outside of Pleasant Hill, rather than traffic resulting from existing and future development within the City, will place severe demands on the local street network.

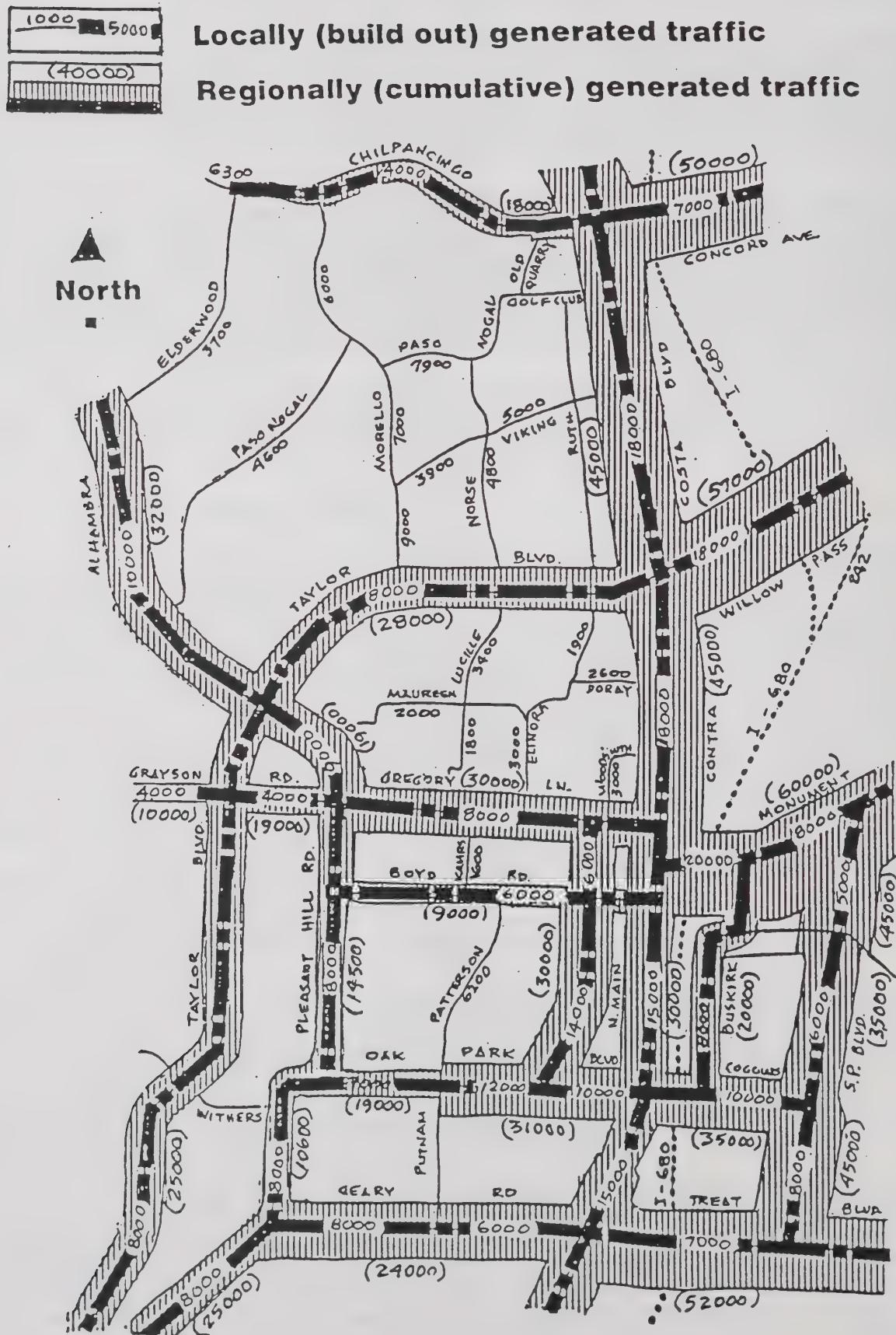
A 1986 City-Wide Traffic Mitigation Fee Study concluded that the costs of constructing all of the required improvements on the City's street network greatly exceeds available sources of funding. Although a small proportion of street improvements and rights-of-way acquisition costs would be paid by developers as a condition of project approval, a shortage of required funds would still remain. To offset a portion of this anticipated funding shortfall, the study recommended a Traffic Impact Mitigation fee. The fee structure is based on the concept that each development within the City pay a share of the overall cost to mitigate the impacts of development on the existing street system. Because a majority of future traffic growth will result from development outside the City,

the city-wide fee cannot address more than a small portion of the total costs. Funding for the vast majority of the long-range Capital Improvement Program [CIP] is expected from a combination of County Measure C monies State, and Federal funds.

Even if funds were available to build every improvement required to accommodate all of the projected traffic, it would result in a major increase of regionally-generated traffic moving through Pleasant Hill. This would be clearly contrary to the Transportation Element's goal of directing such through-traffic to I-680, State Highways and expressways. As local streets such as Oak Park Boulevard and Boyd Road reach capacity during peak hours, commuters will be discouraged and limited from using these routes and will stay on the highway and freeway system.

Construction of freeway improvements, new roadways and street widening projects are recommended to accommodate traffic volumes forecasted to the year 2005. The list of roadway improvements described in *Table 4* is keyed to the accompanying *Map IV-5*. It constitutes the City's long-range Capital Improvement Program [CIP]. Specific precise plan lines for roadway system improvements are kept on file at the Department of Public Works at City Hall. The improvements listed in *Table 4* indicate the City's priorities in a general sense and these are updated periodically. For current and more detailed description of the planned roadway improvements it is necessary to refer to the precise plan line maps.

#### MAP IV-4: TRAFFIC PROJECTIONS TO THE YEAR 2005



## Goals of the Transportation Element

- Goal 1: Develop a safe and convenient roadway network to all areas of Pleasant Hill.
- Goal 2: Facilitate the provision of a viable level of public transportation constituting an alternative to the single occupant vehicle.
- Goal 3: Seek to develop a multi-modal transportation system encouraging efficient use of alternative transportation modes such as public and para-transit, TSM, bicycle and pedestrian travel.

## Roadway Improvements

Funds will not be available to build the roadway improvements required to offset or significantly improve future traffic congestion in Pleasant Hill and central Contra Costa County. The following list, however, represents the most obvious and cost effective roadway improvements categorized by whether regional, citywide or local neighborhood needs are met. Some improvements have more than one function. These recommended improvements constitute the City's Long Range Roadway Capital Improvement Program. *Map IV-5: Roadway Improvements* describes the location of each improvement.

It is necessary to establish a priority list among these improvements to guide future roadway expenditures. As I-680 continues to exceed capacity during the rush hours, even more vehicles will be diverted through Pleasant Hill via Taylor Boulevard, Pleasant Hill Road and Geary Boulevard. Consequently, it is essential that actions be taken to limit through-traffic to the freeway and highway system, expressways, arterial streets and away from local streets serving residential neighborhoods. The most effective way to achieve this goal is through a combination of improving the network of north-south expressway and arterial streets and by making it more difficult for commuter traffic to 'short cut' through residential neighborhoods.

The following are the priorities for future investments in the City's roadway system:

Priority 1: Projects that increase the capacity of the I-680 freeway and those major arterials, such as Taylor Boulevard, Contra Costa Boulevard and Pleasant Hill Road, that serve regional north-south connectors.

Priority 2: Maintain the city-wide network of arterial and collector streets, such as Patterson Boulevard and Oak Park Boulevard, to provide increased accessibility for residents while keeping cross-town traffic from using smaller local streets in residential areas.

Priority 3: Carry out improvements to the local street network.

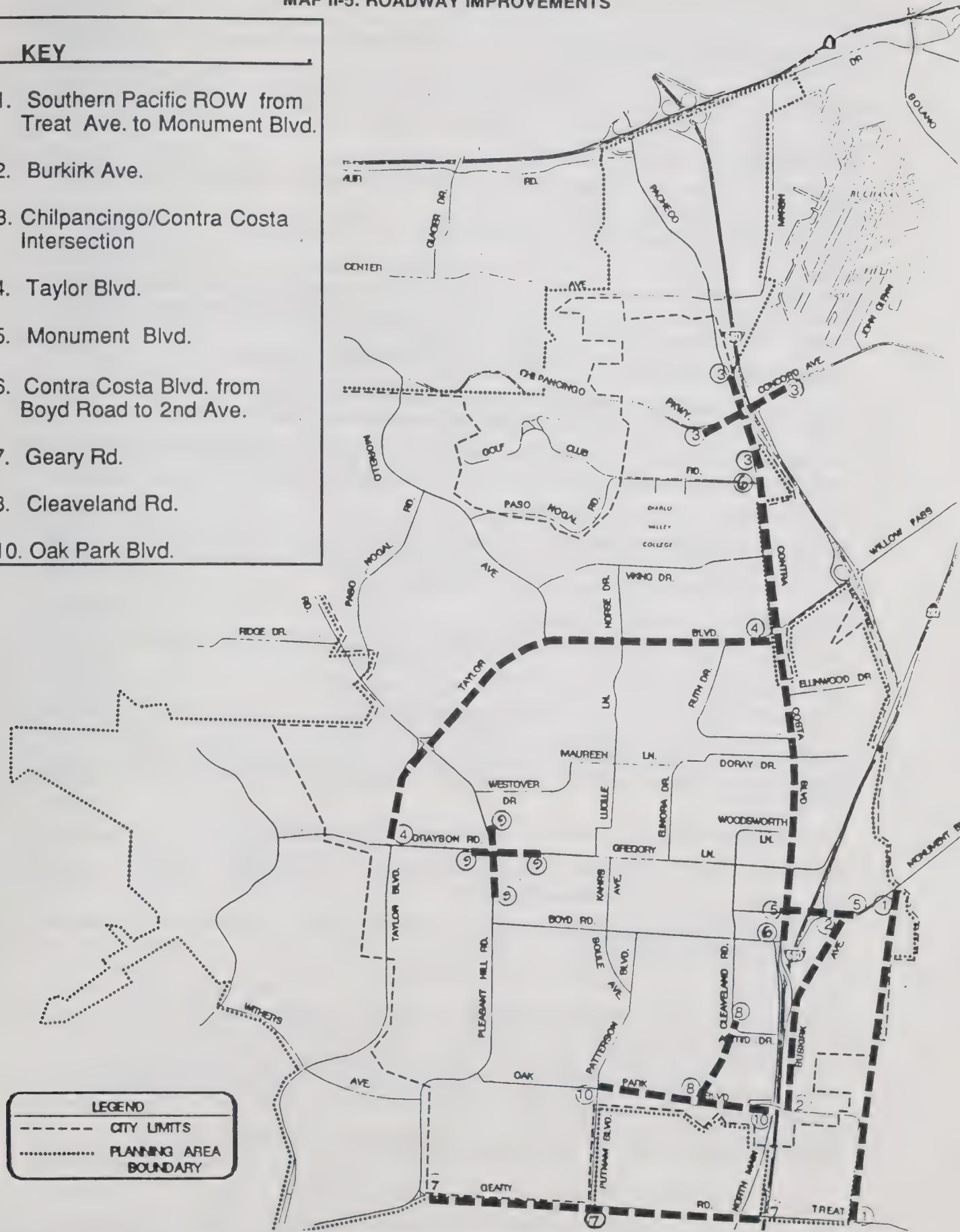
TABLE 4: ROADWAY IMPROVEMENTS

	Regional	Citywide	Local
1] <u>SP Boulevard from Treat to Monument Blvd.</u> New road along the portion of the Southern Pacific right-of-way, from Treat Blvd. to Monument Blvd. This would provide a new connection between Walnut Creek and Concord, thereby relieving Contra Costa Blvd.	•		
2] <u>Buskirk Avenue</u> Widen Buskirk to four lanes with new signalization of the Buskirk/Monument intersection. This improvement would be tied in to the urban diamond included in the I-680 widening project.	•	•	
3] <u>Chilpancingo/Contra Costa intersection</u> Improve signalization, on Concord Blvd., at Burnett Ave. to facilitate traffic movement on and off the I-680. Dependent on joint funding from Concord, and from federal funds allocated for the I-680 project.	•	•	
4] <u>Taylor Blvd.</u> Widen the intersection of Taylor and Pleasant Hill Rd. to increase turning capacity onto Pleasant Hill Rd. Intertie signal system from Contra Costa Blvd. to Grayson Rd.	•	•	
5] <u>Monument Blvd.</u> Three major projects will be constructed: the intersection of Monument and Contra Costa Blvd. financed through Measure 'C' funds; the urban diamond Monument intersection with I-680 financed through FAI funds; and the Monument/Buskirk intersection with State FAU funds.	•	•	
6] <u>Contra Costa Boulevard from 2nd Avenue South to Boyd Road</u> Widen Contra Costa Boulevard to a consistent width of six lanes.	•	•	
7] <u>Geary Road</u> Widen Geary Road to four lanes from I-680 to Putnam Blvd. Project would involve cooperation with the City of Walnut Creek	•	•	
8] <u>Cleaveland Road</u> Extend Cleaveland Road to Oak Park Blvd. with a new 4-lane roadway. Provide needed north-south street capacity and an alternative to North Main Street.	•		
9] <u>Gregory Lane</u> Improve the intersection of Gregory Lane with Pleasant Hill Road, including construction of a left-turn pocket onto Pleasant Hill Road from Gregory Lane, and a traffic signal modification.		•	
10] <u>Oak Park Boulevard</u> Widen Oak Park Boulevard to a four-lane road from the I-680 freeway to Patterson/Putnam Blvd.	•	•	

## MAP II-5: ROADWAY IMPROVEMENTS

### KEY

1. Southern Pacific ROW from Treat Ave. to Monument Blvd.
2. Burkirk Ave.
3. Chilpancingo/Contra Costa Intersection
4. Taylor Blvd.
5. Monument Blvd.
6. Contra Costa Blvd. from Boyd Road to 2nd Ave.
7. Geary Rd.
8. Cleaveland Rd.
9. Oak Park Blvd.



## **Policies and Programs for the Roadway System**

P.1 Financing Traffic Mitigation: Require new developments to pay for their fair share of planned roadway improvements.

Program: 1.1: Implement a City-Wide Traffic Mitigation Fee Program for all areas within the City.

Responsibility: Department of Public Works

Program 1.2: Adopt a policy and procedure concerning the collection of fees under a Traffic Mitigation Fee program.

Responsibility: Department of Public Works

Program 1.3: Review on an annual basis the Traffic Mitigation Study for the purpose of updating land use forecasts, traffic volume projections, prioritizing improvement projects, and reviewing General Plan consistency of the CIP. If necessary, corresponding adjustments to the Traffic Mitigation Fee Schedule can be made at this time.

Responsibility: Community Development and Public Works Departments

P.2 Increased safety and accessibility: Provide roadway improvements to increase safety and accessibility for both motorists and pedestrians and to reduce congestion on existing streets.

Program 2.1: Construct, where feasible, improvements to the street network listed in the Long Range Capital Improvement Program [CIP] which appears in *Table 4*.

Responsibility: Public Works Department

Program 2.2: Allocate expenditure of County Measure C Funds termed 'Return to Source Funds' according to priorities established by the City's Capital Improvement Program and the policies and programs contained in the Transportation Element of the General Plan.

Responsibility: Public Works Department

Program 2.3: Require public street right-of-way dedications as development occurs.

Responsibility: Public Works Department

Program 2.4: Continue to develop and promote a school traffic safety and education program.

Responsibility: Police Department

Program 2.4: Evaluate the feasibility of installing additional pedestrian crossings on Contra Costa Boulevard.

Responsibility: Community Development and Public Works Departments

Program 2.5: Separate vehicular, bicycle and pedestrian traffic wherever possible.

Responsibility: Public Works Department

Program 2.6: Monitor and record accidents on City's streets and recommend safety- related improvements on an annual basis.

Responsibility: Police and Public Works Departments

P.3 Minimize Disruption of Street Improvements: Assure that improvements to the street network take place in a manner that minimizes disruption to adjacent residential neighborhoods.

Program 3.1: Work with Caltrans to establish mitigation measures to reduce the impact on adjacent neighborhoods for both the construction phase [ie. interim sound walls] as well as for permanent improvements to I-680.

Responsibility: Community Development and Public Works Departments

Program 3.2: Participate in planning efforts for the acquisition and improvement of the Southern Pacific right-of-way, reducing the impact of such improvements on adjacent residential neighborhoods while improving the City's street network.

Responsibility: Community Development and Public Works Departments

**P.4 Reduce Non-Local and Commercial Traffic on Residential Streets:** Discourage non-local through-traffic and commercial traffic on the City's local residential streets.

Program 4.1: Consider the following measures to reduce non-local and commercial traffic from using the City's residential streets:

- a] designate truck routes along assigned arterials within the City after adoption of a truck route ordinance that specifies truck routes, weight limitations, and fines, and install route signs as required;
- b] utilize one-way street systems;
- c] provide adequate arterial and collector streets;
- d] require narrowed and landscaped entrances to residential areas; and
- e] restrict turning movements into residential areas.

Responsibility: Community Development and Public Works Departments

**P.5 Improved Traffic Movement:** Facilitate free flow of vehicular traffic on arterials and collectors.

Program 5.1: Restrict private access, driveways, parking lot entrances, etc. to arterial roads.

Responsibility: Community Development and Public Works Departments

Program 5.2: Evaluate the use of computerized traffic signal coordination on major City streets.

Responsibility: Public Works Department

Program 5.3: Revise the zoning ordinance to prevent new single family homes or garages fronting on arterial roads wherever possible.

Responsibility: Community Development Department

Program 5.4: Discourage strip commercial uses except where specifically designed to reduce traffic impacts and substantial evidence is provided that significant traffic impacts will not occur. Driveways onto arterials shall be limited and controlled according to quantified standards contained in the revised Zoning Ordinance. [Refer to the Urban Design Standards in the Land Use Element.]

Responsibility: Community Development Department

**P.6 Improvements to the Street Network:** Complete improvements to the street network in a manner that will minimize the traffic-related impacts on adjacent land uses.

Program 6.1: Provide setbacks through the precise plan program, landscaping or other appropriate measures to protect adjacent land uses from traffic impacts such as noise, air quality, and headlight glare. A copy of precise plan lines for street improvements is on file at the Public Works Department.

Responsibility: Community Development and Public Works Departments

Program 6.2: Require site specific traffic studies for all auto-intensive uses such as drive-in facilities, fast-food and convenience markets.

Responsibility: Community Development and Public Works Departments

**P.7 Roadway Design Standards:** Establish specific design standards for the construction and improvement of expressways, arterials, collectors and local streets.

Program 7.1: Revise the Zoning and Subdivision Ordinances to carry out Policy 7.

Responsibility: Community Development and Public Works Department

P.8 Interjurisdictional Cooperation: Co-operate with other jurisdictions to develop and implement regional solutions to traffic problems.

Program 8.1: Continue to participate in TRANSPAC and the County Transportation Partnership Commission.

Responsibility: City Council, City Manager, Community Development and Public Works Departments

Program 8.2: Support efforts to obtain funding for improvements to the I-680 Freeway, State Highway 4 and related improvements.

Responsibility: City Manager and Community Development Department

Program 8.3: Work to facilitate consistent policies region-wide with regard to TSM, street design, freeways access, and street network standards.

Responsibility: Community Development and Public Works Departments

Program 8.4: Work with member jurisdictions within TRANSPAC supporting the possibility of establishing and collecting regional transportation impact fees to assist in funding regional solutions to traffic and transportation problems.

P.9 Downtown Traffic Plan: Prepare and adopt updated traffic plans for the Downtown as needed.

Program 9.1: Prepare and adopt a traffic plan for the Downtown.

Responsibility: Community Development and Public Works Departments and Pleasant Hill Redevelopment Agency

P.10 Level of Service [LOS] shall be considered in the Environmental Review process. Level of Service, however, shall not be used as the sole quantitative performance criteria to limit development or as a prerequisite for approving development.

## **Public Transportation**

The majority of Pleasant Hill residents have relied on the automobile for most of their transportation needs. Public transit, however, continues to provide an essential service to a significant segment of the population. In the next five to ten years the need for an improved public transit system serving the entire region, particularly for work related trips, will increase significantly due to a number of factors:

- the worsening traffic congestion throughout the Bay Area;
- the increased cost of energy, particularly fossil fuels;
- the environmental impacts of an automobile dependent society, indicated by the pollution of air, water and soil by automobile emissions and related products, cumulating in the destruction of the ozone layer and the onset of the “greenhouse” effect;
- the prohibitive costs of building new highways and roads; and
- reduced public acceptance of utilizing additional land in cities for new highway facilities.

Experience to date has shown that public transit cannot economically serve low densities. It even requires substantial subsidies at medium densities surrounding most large cities. At densities of approximately 6 dwellings per acre, such as those located in the High Density Single Family Residential General Plan designation and the corresponding R-7 Zoning District, it typically takes a 67% subsidy to sustain public transit. Support of one-third of operating costs by fare revenue has come to be the minimum standard for transit systems in California<sup>1</sup>.

<sup>1</sup> “Real Possibilities in the Transportation Myths” by Fred A. Reid in Sustainable Communities, Sim Van der Ryn and Peter Calthorpe, 1986.

The policies and programs contained in the General Plan support the increased role that public transit must take to meet the future transportation needs of Pleasant Hill residents. Expansion of public transit is dependent on several essential and interrelated factors effectively working together; land use planning that results in more cluster and high density housing and mixed use developments, similar to what has been designated for the Downtown and Schoolyard redevelopment areas; coordinated and regional approach to transportation planning, as exemplified by the City's participation in the Contra Costa County Transportation Authority; and innovative public transit planning. Examples of transit innovations which increase ridership include increasing the proportion of roadway capacity for buses and other high occupancy vehicles (HOV's), limiting roadway capacity for expansions to meet only the needs of planned growth, and improving the auto-to-transit convenience with express transit, parking and park-and-ride facilities.

Pleasant Hill is currently served by three transit agencies: Bay Area Rapid Transit [BART], which provides a rail transportation within the region; County Connection and Contra Costa Transit Authority, which provides bus transit service to adjacent cities within the County and to BART Stations. In addition, Greyhound Bus Lines has a depot in Pleasant Hill and offers long-haul inter-city trips.

The Contra Costa County Transportation Authority's Short Range Transit Plan [1988-1992] identifies capital improvements and operational changes for this transit service and indicates a bus fleet expansion from 91 to 111 vehicles, with reorganization of routes to increase service effectiveness. Of particular relevance is the plan to offer express subscription bus service from various residential areas of Pleasant Hill to the Bishop Ranch employment center.

BART provides a significant alternative to the automobile for work-related trips from Pleasant Hill to East Bay and to San Francisco. Increased ridership is currently limited by the lack of parking at the Pleasant Hill BART Station and by the lack of more extensive feeder CCCTA transit service. BART, however, will expand its parking facilities at the Pleasant Hill Station by constructing a 1,200 space parking structure by 1995.

The Greyhound Bus Lines has a depot for passengers and freight on Contra Costa Boulevard between Monument Plaza and Boyd Road. Since there are no off-street facilities at the depot, the buses board and discharge passengers and freight from the curb, thereby contributing to increased traffic congestion on Contra Costa Boulevard. Regular inter-city bus service can be accessed as this location, which has a feeder connection with a CCCTA bus stop.

### ***Policies and Programs for Public Transportation***

P.11 High Density Development Near Public Transit Facilities: Encourage high density development in areas convenient to public transit facilities.

Program 11.1: Designate high density residential and commercial development in areas readily accessible to public transit facilities.

Responsibility: Community Development Department

Program 11.2 Establish a shuttle bus service between the PH BART Station to the Downtown area when development density justifies and can support ridership.

Responsibility: Community Development and Public Works Departments

P.12 Support Public Transit: Support the operation of Central Contra Costa Transit Authority [CCCTA] to meet the needs of Pleasant Hill residents and businesses.

Program 12.1: Provide City representation on the CCCTA Board of Directors.

Responsibility: City Manager, City Council.

Program 12.2 Require public transit amenities, such as passenger shelters, bus turnouts, in all new development where appropriate.

Responsibility: Community Development and Public Works Departments

Program 12.3: Consider methods of financing and implementing, in cooperation with the County Connection, a flexvan service for transit dependent persons, such as senior citizens, those under driving age, and handicapped persons.

Responsibility: Community Development Department

P.13 Facilitate Retention Greyhound Bus Depot Downtown: Encourage retention of the Greyhound Bus depot at a location in the Downtown area. Enhance the Greyhound Bus Depot as a valuable asset to Pleasant Hill by encouraging the provision of an off-street facility for the loading and discharging of passengers and freight.

Program 13.1: Work with the Greyhound Bus Company, affected property owners and other interested parties in the redevelopment process to facilitate retention of the Greyhound Bus Depot Downtown and to construct an off-street loading and unloading facility for the buses.

Responsibility: Community Development Department and Pleasant Hill Redevelopment Agency.

## ***Transportation Systems Management [TSM]***

TSM is a broad term referring to efficient use of non-roadway improvement measures such as ridesharing, flexible and staggered working hours, bicycling, telecommuting, and other 'soft' means of reducing work-related automobile trips in single occupancy vehicles. Pleasant Hill has implemented a TSM Ordinance consistent with those already approved by the County and neighboring cities that calls for employers to reduce peak hour traffic trips over a five-year period. These goals are to be met through programs promoting alternatives to single-occupant automobile trips, such as carpooling, public transit, walking and bicycling. This ordinance would give employers flexibility to pursue a variety of transportation options most suited to employee needs.

### ***Policies and Programs for Transportation Systems Management***

P.14 Reduce Peak Hour Traffic: Reduce peak hour commute traffic, from 6:30 to 8:30 am and from 4:30 to 6:30 pm.

Program 14.1: Adopt and implement a Transportation Systems Management [TSM] program which promotes the use of ridesharing, transit, flexible hours and other similar alternatives to reduce commuting in single occupancy vehicles.

Responsibility: Community Development Department

Program 14.2: Adopt standards permitting up to a 30% reduction in a specific development's parking spaces in return for implementing a TSM program which would include a combination of carpooling/ridesharing, flexible hours, and transit passes.

Responsibility: Community Development Department

## Bicycle Facilities

The City has an extensive, but somewhat fragmented, bicycle circulation network which uses a variety of major roadways and local streets, as well as trails along the Contra Costa Canal, to provide a complete north-south route through the City. East-west routes through the City are limited. [Bicycle paths are discussed in relation to other paths and trails in the Park and Open Space Element.]

The California Street and Highways Code has established three categories of bikeways based on needs and the physical conditions of the right-of-way. *Map IV-3* indicates the bikeways in Pleasant Hill. The bikeway categories are as follows:

**Class 1 Bikeway-Bike path or Bike Trails.** These facilities are constructed on separate right-of way, are completely separated from the street traffic and have minimal crossflows of automobile traffic. The state standard for minimum paved width of a two-way bike path is eight feet. The City's bikeway along the Contra Costa Canal is a Class 1 Bikeway.

**Class 2 Bikeway-Bike lane.** A restricted right-of-way for the exclusive use of bicycles with vehicle parking and crossflow by pedestrians and motorists permitted. Bike lanes are normally striped within paved areas of highways and are one-directional with a minimum standard width of five feet.

**Class 3 Bikeway- Bike route.** A route for bicyclists designated by signs or other markings and shared with pedestrians and motorists. Bike routes are typically designated to provide linkages to the Bikeway system where Class 1 or 2 Bikeways cannot be provided.

The existing bikeways system in Pleasant Hill provides an excellent basis for expanding bicycle use for both work and recreation-related trips. Increasing the number of Class 1 and 2 bikeways and providing additional bike storage facilities at public transit facilities, commercial/office developments and schools would significantly promote greater use of bicycles in Pleasant Hill.

### **Policies and Programs for Bicycle Facilities**

P.15 **Improve the Bikeway System:** Create and maintain a safe, convenient and effective bikeway system.

Program 15.1: Implement the proposed bicycle routes as shown in *Map IV-3: Bikeways* and continue to use Recreation and Park funds to extend the City's planned bikeway system.

**Responsibility:** Community Development and Public Works Departments, and the Pleasant Hill Recreation and Park District

Program 15.2: Pursue grant funding to assist in the construction of additional bikeways.

**Responsibility:** Community Development and Public Works Departments and the Pleasant Hill Recreation and Park District.

Program 15.3: Amend the Zoning Ordinance to require such bicycle related amenities as bike rack/storage facilities, showers for commercial/office developments as well as for park facilities.

**Responsibility:** Community Development Department

Program 15.4: Publish and periodically update, a map which identifies bikeways in the City and its environs.

**Responsibility:** Pleasant Hill Recreation and Park District.

Program 15.5: Construct bikeways according to the standards established by Caltran's Planning and Design Criteria for Bikeways.

**Responsibility:** Community Development and Public Works Departments.

Program 15.6: Incorporate Class 2 bikeways into new arterial and collector streets wherever feasible.

Responsibility: Community Development and Public Works Departments.

## Air Transportation

Buchanan Field Airport is located in the County but within Concord's Sphere of Influence, adjacent to Pleasant Hill's planning area boundary. The County is preparing a Master Plan for Buchanan Field Airport which describes the expected growth in airport operations and related development to the year 2010. This plan proposes to locate expanded passenger terminal and parking facilities to the west side of the airport, together with a new crash/fire/safety/rescue building. An essential component of this plan is the extension of Diamond Boulevard across the Buchanan Field Golf Course to the new terminal. Without this road extension, new terminal traffic would focus on Marsh Drive and Center Avenue, measurably increasing current traffic congestion problems at Pacheco Boulevard and Center Avenue. The City is represented on the Airport Land Use Commission [ALUC] and the Airport Advisory Commission [AAC] and is actively working to mitigate impacts from the proposed Buchanan Field Airport expansion on Pleasant Hill. Refer to Section 3 of the Public Health and Safety Element for a summary of the ALUC's Plans which apply to a large proportion of Pleasant Hill.

Additional policies and programs relating to Buchanan Field Airport are contained in the Public Health and Safety Element.

### **Policies and Programs related to Air Transportation**

P.16 Minimize the Impacts of Buchanan Field: Work with the County to minimize the impacts of operations at Buchanan Field Airport on nearby residential areas.

Program 16.1: Refer General Plan Amendments, Zoning Ordinance revisions and Specific Plans within the Airport Land Use Commission Planning Area to the Contra Costa Airport Land Use Commission for recommendation and approval prior to City approval.

Responsibility: Community Development Department

## Pedestrian Facilities

Many residential areas in the City were built without sidewalks. The construction of sidewalks in these areas would significantly increase pedestrian safety, particularly for children going to and from school. Funds to construct sidewalks in these areas are limited to Assessment Districts where property owners agree to pay for sidewalk construction and from the City's General Fund. Use of the City's General Fund to build sidewalks is unlikely, unless a community-wide benefit can be demonstrated. It is recommended in the Policy section that the City carry out an inventory and map existing sidewalks in relation to schools, parks and major arterials to identify priority areas for sidewalk construction and inform the community of the Assessment District process to finance such improvements.

The importance of improving facilities for pedestrians in Pleasant Hill is acknowledged in various sections of this Plan. Providing additional pedestrian paths Downtown is one of the key aspects of the Urban Design Standards. In some areas of the City the lack of sidewalks has proven a significant safety hazard, and City policies now require that sidewalks be installed at the time of development. The Park and Open Space Element identifies existing and proposed walking trails that connect with the regional trails system.

Generally, sidewalks should be installed along both sides of all downtown streets, arterials, collectors and on all streets leading to public transit facilities and to schools. In low density areas [R-15 and R-20], sidewalks on only one side of the street may be appropriate, depending on the street configuration, topography and location of the development.

In older areas already developed without sidewalks and in low density residential areas which typically have a swale adjacent to the road instead of a sidewalk, curb and gutter, it may be preferable to build an asphalt pathway to separate pedestrians from vehicular traffic.

For all pedestrian facilities adequate lighting is essential for safety. Much street lighting is vehicular rather than pedestrian-oriented. Pedestrian-oriented lighting is typically located lower to the ground and is more closely spaced than vehicular-oriented lighting.

### ***Policies and Programs related to Pedestrian Facilities***

**P.17 Improve Pedestrian Facilities:** Create and maintain a safe and convenient pedestrian system.

Program 17.1: Establish and enforce standards for sidewalks, curb and gutter and pedestrian pathways in the Zoning and Subdivision Ordinances for all new developments.

**Responsibility:** Community Development and Public Works Departments

Program 17.2: Permit, where appropriate, asphalt pedestrian pathways in low density single family residential areas in lieu of curb, gutter and sidewalk configurations taking into account community sentiment, frontage improvements on adjacent streets, potential for nearby additional infill development, and other relevant factors. Revise the Zoning and Subdivision Ordinances accordingly.

**Responsibility:** Community Development Department

Program 17.3: Continue to review all projects for handicapped access and require the installation of curb cuts, ramps and other improvements facilitating handicapped access in conformance with Title 24 of the California Administrative Code. Upgrade existing facilities as required by Title 24.

**Responsibility:** Community Development and Public Works Departments.

Program 17.4: Continue to work with the Pleasant Hill Recreation and Park District and other jurisdictions such as the East Bay Regional Parks District, and the Cities of Walnut Creek, Concord and Martinez in the development of a region-wide pedestrian trails system.

**Responsibility:** Community Development Department and the Pleasant Hill Recreation and Parks District.

**P.18 Facilitate Construction of Additional Sidewalks in Existing Residential Areas:** The City shall endeavor to use feasible and available means to construct sidewalks in priority areas.

Program 18.1: Inventory and map the sidewalks in the City in relation to parks, schools and other pedestrian-intensive routes. Develop a priority for the construction of additional sidewalks. Integrate the sidewalk priority into the City's Five Year Capital Improvement Program [CIP].

**Responsibility:** Community Development and Public Works Departments.

Program 18.2: Inform the community, and specifically property owners in areas designated high priority for sidewalk construction, through the Outlook, direct mail and other means, of the costs, benefits and procedures for establishing an Assessment District for sidewalk construction.

**Responsibility:** Community Development and Public Works Departments.

Program 18.3: Provide assistance for the establishment of Assessment Districts for residents of built-out areas who wish to install sidewalks or pedestrian pathways.

Responsibility: Community Development and Public Works Departments.

Program 18.4: Prepare a report on proposed expansion of sidewalks and pedestrian pathways to be included with the annual City Council review of the Capital Improvement Programs.

Responsibility: Community Development and Public Works Departments.



# Chapter V: Housing Element

## Purpose

The requirements of State Government Code section 65583 are addressed by this Element. In brief, the Housing Element must consist of:

- An analysis of the housing needs of all economic segments of the City;
- A set of goals, policies and quantified objectives; and
- A housing program that establishes a schedule of actions to meet locally adopted goals and policies.

The analysis section of this Housing Element takes a fifteen year perspective, whereas the policies programs and quantified objectives are based on a five-year time frame. State law requires a review of the Housing Element every five years.

A different format and organization is used for this element than the others to comply with the more specific State requirements for Housing Elements.

## Previous Housing Element

Pleasant Hill's existing Housing Element was adopted February, 1981 and was last revised April, 1986. Review of the existing Housing Element has indicated that it does not meet several aspects of the State General Plan Guidelines for a Housing Element. Further, the regulations governing comprehensive revision of the General Plan require that the Housing Element also be reviewed and revised to ensure internal consistency with the complete document.

It is difficult to analyse the differences between what was projected or planned in the earlier Housing Element and what was achieved because the previous Element did not contain quantified objectives. It is, however, possible to describe in a qualitative manner some achievements and shortcomings of the previous Element.

The Housing Element in effect during the period 1981 to 1988 recognized that two essential aspects of Pleasant Hill's housing situation needed to change. First, the predominantly single-family suburban character of the City's housing stock should accommodate a greater proportion of multifamily units such as townhouses, condominiums and apartments, and second, more affordable units should be provided to accommodate larger families, and for the growing number of senior citizens.

To a considerable extent, the City has been successful in achieving these goals. During the period 1980-1987, 1,844 [66%] of the 2,794 units built in the City were multifamily units- townhouses, condominiums and apartments and only 955 [34%] were single family homes.

The City has been able to obtain 236 affordable, below market rate units during this period; this comprised 2% of the housing stock in 1987. The majority of these units were designed for senior citizens and handicapped persons utilizing a combination of Federal Section 8, 202, 221[d][4] and Tax-exempt Bond financing. In particular, the City is fortunate to have Chilpancingo Vista, a 25 unit affordable housing development designed exclusively for handicapped adults.

The previous Housing Element objectives of conserving and rehabilitating homes in Pleasant Hill have not been achieved. Over 40% of the City's housing stock is over 25 years old, and a significant number of residents have low to moderate incomes and could consequently qualify for home rehabilitation loan programs. While it is recognized that it is the primary responsibility of owners and residents to maintain and upgrade their units, the City's role in providing incentives to facilitate this process is crucial. Under the previous Housing Element, there has not been sufficient conservation and rehabilitation of homes in the City. Moreover, the previous Housing Element did not contain programs and policies to rehabilitate the existing housing stock. In addition, the number of 3+ bedroom units built that could accommodate large families has dropped in the past three to five years and has not kept pace with the amount anticipated in the previous Housing Element.

In general, the goals and policies contained in the previous Housing Element were clearly appropriate to meet the housing needs of the City. The revised Element builds on this foundation, while taking into account the fact that the City is 95% built-out and only few yet significant opportunities remain to increase housing opportunities. The revised Element contains more specific implementation programs, quantified objectives, and a more aggressive below market rate housing program. A priority of the revised Housing Element is the development of policies and programs to conserve and rehabilitate existing homes. In addition, the revised Element has recognized the need to provide additional incentives for the construction of larger, 3+ bedroom units and to obtain additional housing for low to moderate-income households.

## **Public Participation**

State law requires that local government, in adopting its Housing Element, make a diligent effort to include the participation of all economic segments of the community. This requirement has been met in the preparation of the draft Housing Element under the direction of the City's Planning Commission and the General Plan Resource Committee which have held many public meetings and workshops on the draft Housing Element. All public comments were considered prior to adoption of the final Housing Element.

Housing and General Plan issues have been discussed at 10 workshop meetings in the various neighborhoods, two town hall meetings and 8 public hearings before the Planning Commission. In addition, a community survey was carried out and two issues of the City's newsletter with a special 8 page insert to inform residents of housing and other General Plan related issues were distributed to every household and business in the community.

## **Consistency with the General Plan and CEQA Requirements**

The internal consistency of the General Plan has been maintained in the preparation of this Housing Element revision. The proposed revised Housing Element contains new policies and programs. Emphasized in this latest revision of the Housing Element are policies to conserve and maintain the existing older housing stock and policies intended to encourage the development of affordable housing units. This revision of the Housing Element is being prepared in conjunction with a comprehensive revision of the City's General Plan.

A Master Environmental Assessment and EIR for the revision of the General Plan has been prepared in conformance with the California Environmental Quality Act.

## **Demographic Background: Summary of Demographic Trends**

- The population of Pleasant Hill increased significantly in the period from 1960 to 1973; and since that period, the increase has slowed to a steady 1.5 % per year. Since Pleasant Hill is 95% built out, the population of the City is expected to remain stable after 1990, at approximately 37,400 persons. The State Department of Finance (DOF) population figure for Pleasant Hill of 37,400 persons, is lower than the ABAG projections for the City.
- The population of the City is 30,672 as of 1/1/88. this is significantly lower than the 55,000 figure projected for this year by the original General Plan.
- Significant population growth is projected for Contra Costa County. The ABAG projections for the County indicate a projected growth from 706,500 persons in 1985 to 946,900 residents in 2005, representing a 26% increase. Contra Costa is expected to become the third fastest growing County in the nine-county ABAG region. This projected population growth surrounding Pleasant Hill will have a significant impact on planning for transportation and other public services.
- A dramatic change is occurring in the age structure of the City's population which reflects state and nationwide trends. An increasing proportion of the City's population are senior citizens. The percentage of persons aged 65 and over has increased from 5.5% in 1970 to 20.5% in 1980. The number and proportion of senior citizens is projected to increase significantly by the year 2000. This will have a significant impact on the demand for housing and the provision of social and health services.
- The size of households has decreased significantly in the past decade; this trend is likely to continue. Household size in Pleasant Hill dropped from 3.54 in 1970 to 2.51 persons in 1980. The demand for smaller housing units will be strengthened by this trend.
- The minority population of the City has remained relatively small and stable representing 12.2% of the total population in 1980. In comparison, the minority population of the State represented 33.4% of the population in 1980. The majority of Pleasant Hill's minority population are Hispanic and Asian in origin.
- The 1988 mean household income for Pleasant Hill was \$ 44,814, compared with \$47,975 for the County. Although there has been a significant increase in the proportion of moderate and higher income families in the City since 1970, the City's projected mean household income is expected to continue to be lower than for the County.

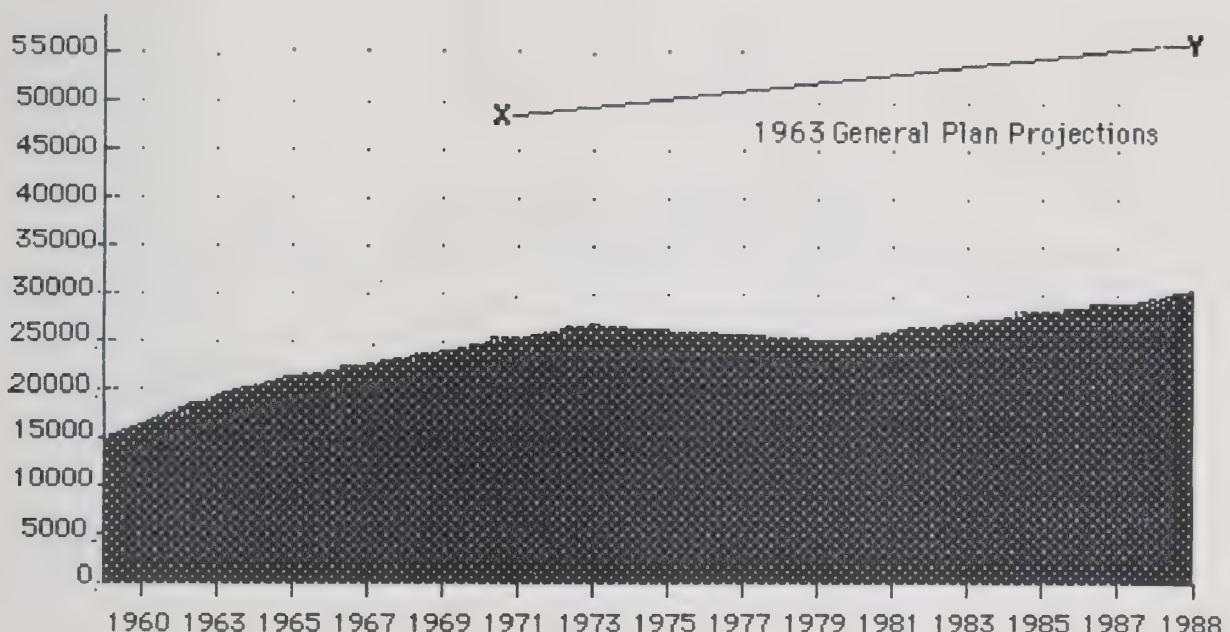
### **Population Growth**

The population of Pleasant Hill was estimated by the State's Department of Finance to be 30,672 as of January 1,1988. The most rapid growth in the City's population took place from the time of incorporation to 1973. Between 1960 and 1965, the City's population increased by 42.3%, while between 1965 and 1970 a 15.4% increase occurred.

As indicated in Figure 1 below, population increases in the City of Pleasant Hill have levelled off after 1973, increasing on the average of only 1.5 % per year.<sup>1</sup>

<sup>1</sup> Unless otherwise indicated, the data presented in this section includes the City's Sphere of Influence.

FIGURE 1: POPULATION GROWTH 1960 - 1988



[SOURCE: US CENSUS & STATE DEPT. OF FINANCE]

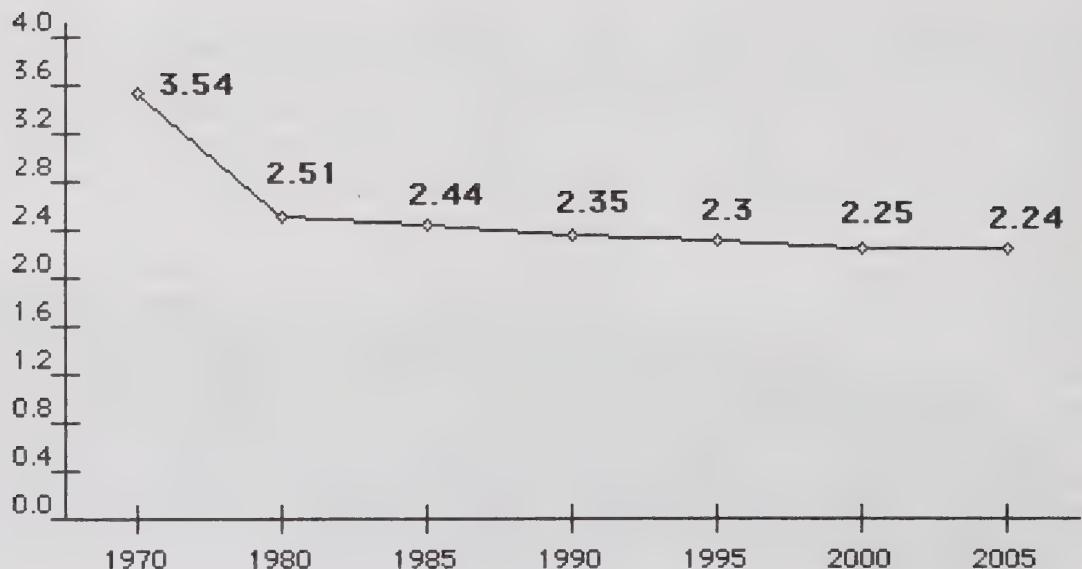
It is important to note that the growth which has taken place in Pleasant Hill has been significantly less than that predicted in the first General Plan, which projected a population of 48,000 for 1970 and 55,000 for 1988.

The population of Pleasant Hill did not achieve the level projected in the City's original General Plan, despite the fact that the City is over 95% built out. This has been largely the result of smaller average household size that has occurred since the 1960's, which is discussed in the next section.

## Households

One of the most striking changes in the demography of both Contra Costa County and Pleasant Hill was the marked decrease in the average household size during the 1970's. Between 1970 and 1980 the average household size in the nine-county San Francisco Bay Area decreased from 2.90 persons to 2.51 persons, while the average in Pleasant Hill fell from 3.54 to 2.51 persons per household during this period.

FIGURE 2: HOUSEHOLD SIZE



SOURCE: ABAG PROJECTIONS 1987

The major factors contributing to the decline in household size in the 1970's were the large number of 'baby-boomers' that entered the labor force and set up their own households, the increasing number of divorces and female-headed households and the low birth rates among women of child-bearing age.

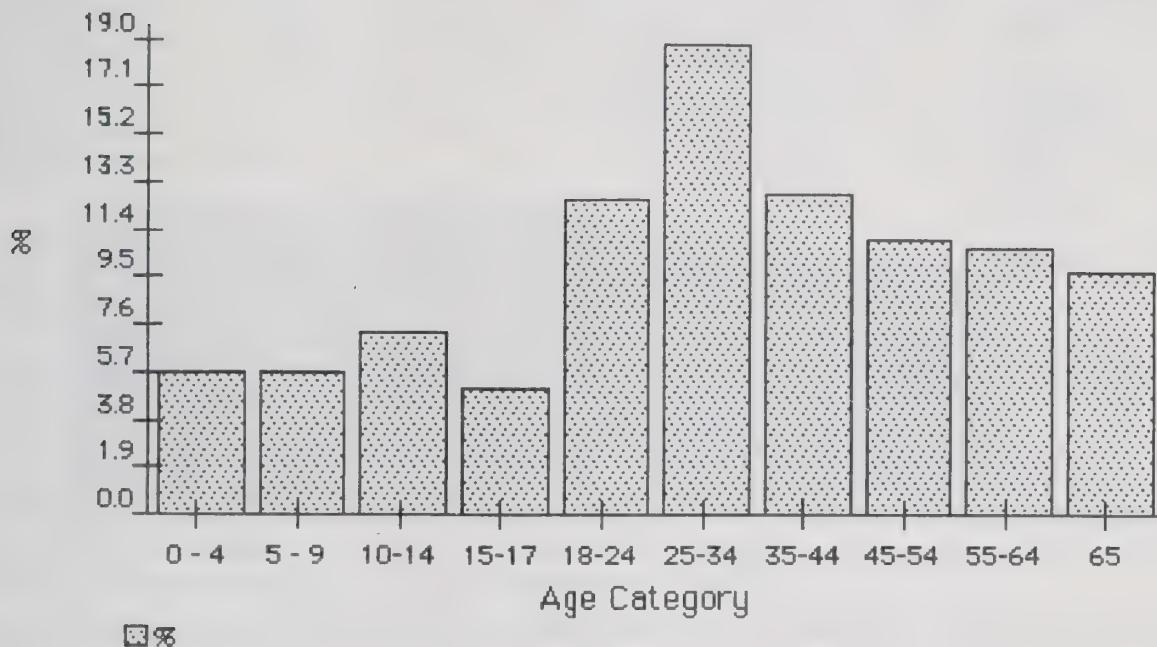
Statewide, the downward trend in household size has started to stabilize and, in some areas, to reverse itself. The Statewide average household size has increased from 2.68 persons in 1980 to 2.73 persons in 1987. However in Pleasant Hill and Contra Costa County, household size has declined steadily during this period. This trend is expected to continue.

While the average household size has decreased, the total number of households has increased. ABAG projects an 20% increase in the number of Pleasant Hill households between 1985 and 2005, with a population figure that will remain relatively stable. This trend will cause an increase in the demand for smaller housing units.

## Age Structure

Significant changes are occurring in the age structure of Pleasant Hill's population reflecting state and national trends. The City's proportion of elderly residents [over 65 years old] has increased sharply, from 5.5% of the population in 1970 to 10.5% of the population in 1980. The 'graying' of Pleasant Hill's population is accompanied by a commensurate decrease in the proportion of children. Children under 15 years old constituted 31.2% of the population of Pleasant Hill in 1970, but were only 18.7% of the total in 1980.

FIGURE 3: AGE STRUCTURE 1980



(SOURCE: US CENSUS 1980)

The State Department of Finance [DOF] projections for Contra Costa County indicate that the elderly population is expected to grow by 50% between 1985 and the year 2000, while the proportion of the population under the age of 15 years will continue to fall. Pleasant Hill will likely follow the State Dept. of Finance projections for Contra Costa County. These trends will have a significant impact on the provision of health and social services, as well as on the demand for specialized housing for the growing senior population.

Despite the State DOF projections that the proportion of the population aged 15 years and under will decline, there has been an increase in enrollments observed at kindergarten and elementary schools in the City. The demographic background section of this element should be revised once the results of the 1990 Census becomes available to more reliably establish recent trends.

## ***Population Projections***

The population projections presented below are compiled by the Association of Bay Area Governments [ABAG]. The ABAG projections are based on regional demographic and economic trends modified by the estimated effects of the policies and plans of local governments. The projections in the figure below are based on ABAG's Projections 1987 which forecast demographic trends over twenty years, presenting data in five year increments and include the City's Sphere of Influence.

Figure 4: Population Projection: Pleasant Hill

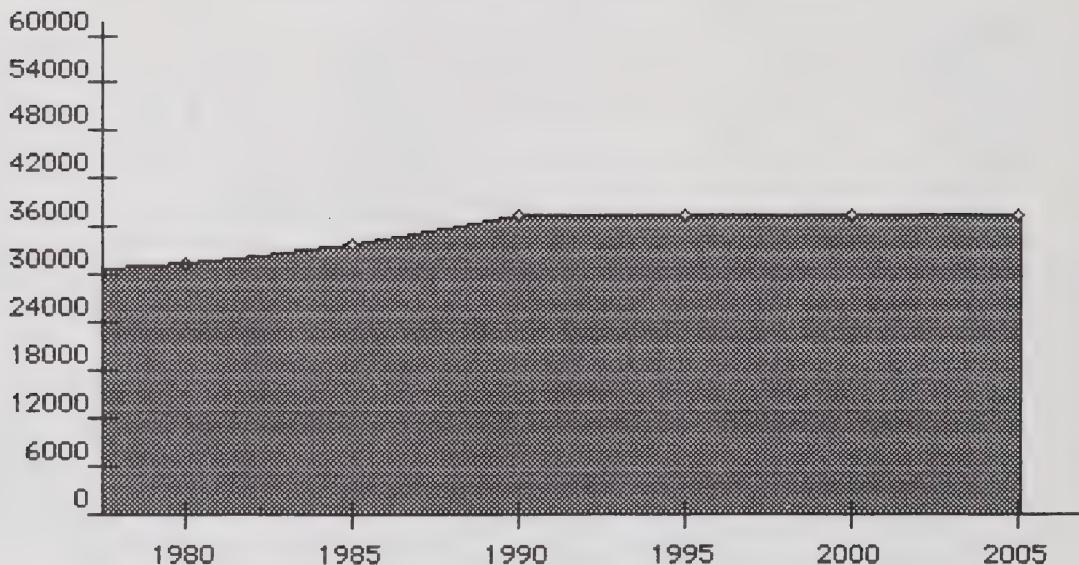


TABLE 1: PROJECTED POPULATION GROWTH

	1980	1985	1990	1995	2000	2005
Pleasant Hill	31391	33800	37400	37500	37400	37300
Contra Costa County	656380	705000	777000	829200	877900	901000

SOURCE: ABAG "PROJECTIONS 1987"

The projections for Pleasant Hill show a stable population at over 37,300 persons from 1990 onwards. This is reasonable for a city that is nearly built out. The ABAG Projections indicate that Pleasant Hill's population will increase by 3,500 persons between 1985 to 2005, a population increase of 10%. Significant population growth, however, is expected to continue for both the region and for Contra Costa County. Over the forecast period 1985-2005, ABAG projections indicate that the population of the nine-county Bay Area could increase by over one million people. Contra Costa County's population is projected to increase by 28% over this period to 946,900 people, making it the third fastest growing county in the Bay area.

The ABAG projections need to be regarded cautiously, taking into account the following factors:

- a] The projected population figures include the Sphere of Influence, which has a planned population increase of approximately 1,500 to 2,000 persons in the Pleasant Hill BART Station area;
- b] The ABAG projections overestimate the current population of the City. At 30,672 persons in 1988, the City's current population is 3,000 persons less than what is projected by ABAG; and
- c] Since there is a limited amount of developable residential land, the City's population will stabilize, but at levels lower than projected by ABAG.

The greatest amount of population growth in Contra Costa County is expected to occur in the eastern portion of the county in Oakley, and in the Spheres of Influence of Brentwood and Antioch. The second subregion expected to experience significant growth of 15% by 2005 is the area stretching along the I-680 and Highway 24 corridors from Martinez to San Ramon.

In the areas adjacent and surrounding Pleasant Hill, increases are expected to be modest since there is less available land for new housing.

Between 1980 and 2005, ABAG projections indicate that Concord and Martinez are each projected to absorb another 7,500 persons, Walnut Creek 4,600 persons, and Clayton 3,300 persons. The Lamorinda area [Lafayette-Moraga-Orinda] will remain stable, with increases in Moraga offset by population declines in Lafayette and Orinda. San Ramon is projected to increase by 12,900 persons [+157%] and rural east Contra Costa County by 103,500 persons [+152%].

Although Pleasant Hill's population is not anticipated to increase in size significantly, the surrounding growth of the County's population will impact planning for transportation and for other infrastructure requirements.

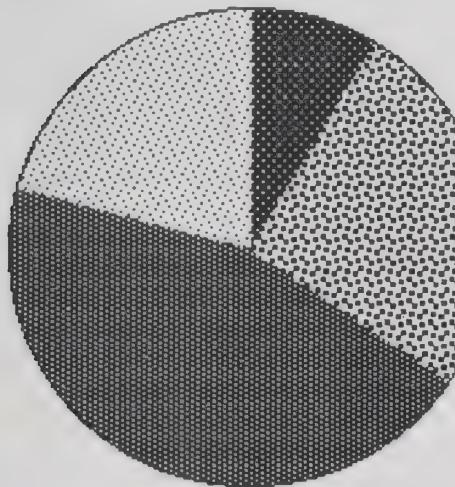
## **Minority and Ethnic Population**

The minority population of Pleasant Hill has represented a relatively small but growing proportion of the total population. The minority population has grown from 4.4% in 1975 to 12.2% in 1980 of the total, with the largest increase coming from persons of Hispanic origin.

It is likely that the ethnic composition of Pleasant Hill will continue to have an increasing number of people of Spanish and Asian origin, as immigration from these areas to the San Francisco region continues. It should be noted, however, that Pleasant Hill's minority population is significantly lower than that of the State, which had a 33% minority population in 1980.

Presented below is a chart showing the ethnic composition of Pleasant Hill's minority population in 1980.

**Figure 5: Minority Population 1980**



	<b>Black</b>	<b>8.5%</b>
	<b>Asian</b>	<b>25.8%</b>
	<b>Hispanic</b>	<b>45.0%</b>
	<b>Other</b>	<b>20.7%</b>

1. OTHER INCLUDES AMERICAN INDIAN, FILIPINO, ALEUT AND PACIFIC ISLANDER.

SOURCE: US CENSUS, 1980

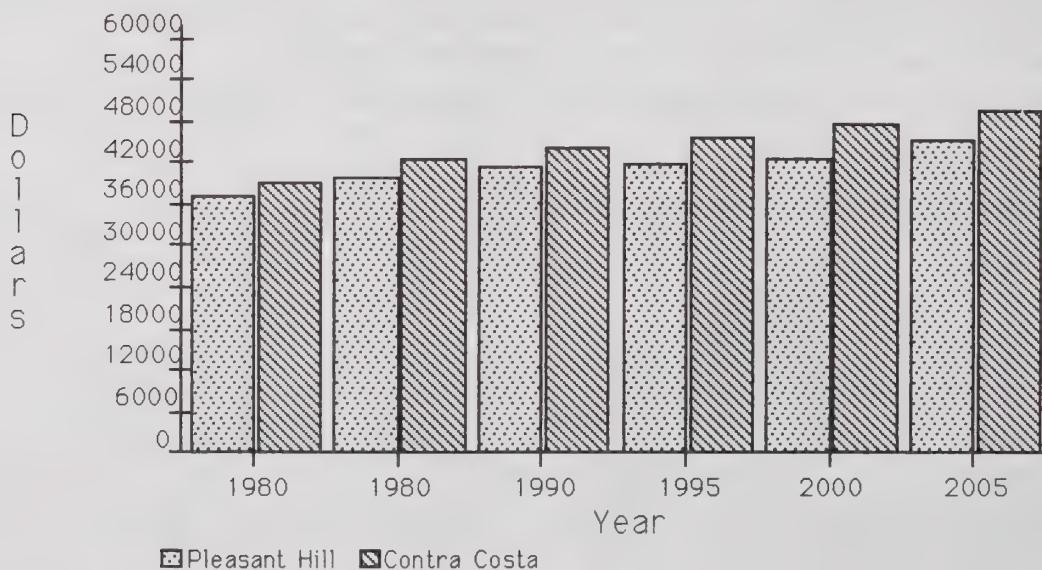
## Household Income

ABAG's 1988 estimated Mean Household Income for Pleasant Hill was \$44,814.00 compared with \$47,975.00 for Contra Costa County. The estimated percentage increase in mean household income between 1985 and 1988 for both Pleasant Hill and the County was 12.8%. Both the existing and projected income data indicate that differences in income levels between Pleasant Hill and the County will continue, with incomes in the County continuing to be higher. [Note the ABAG 1987 projections underestimated income growth.]

TABLE 2: PROJECTIONS OF GROWTH IN MEAN HOUSEHOLD INCOME [JULY, 1987]

	1980	1985	1990	1995	2000	2005
Pleasant Hill	37029	39700	41200	41600	42400	45300
Contra Costa	39040	42500	44100	45800	47300	49500

Figure 6: Projected Growth in Mean Household Income



SOURCE: ABAG: PROJECTIONS 1987 INCLUDES SPHERE OF INFLUENCE & EXPRESSED IN CONSTANT 1985 DOLLARS

As indicated in the table below, there has been a large increase in the proportion of households earning \$50,000 per year and over, from 5% in 1979 to 25% in 1987, as more upper-income households move into the City. Nonetheless, a significant proportion [37%] of the City's households has an annual income of less than \$30,000. With the rapid increase in the cost of housing that has occurred recently throughout the Bay area, it will be necessary to establish incentives for the construction of additional housing units affordable to low and moderate-income households.

**TABLE 3: HOUSEHOLD INCOME LEVELS**

	1979		1987 Est.	
	Count	%	Count	%
Less than \$7,500	1137	11.9	714	7.1
\$7,500 - \$19,999	2835	29.5	1597	15.8
\$20,000 - \$29,999	2349	24.5	1453	14.4
\$30,000 - \$39,999	1814	18.9	1408	13.9
\$40,000 - \$49,999	839	8.7	1306	12.9
\$50,000 - \$74,999	479	5.0	2528	25.1
\$75,000 and over	140	1.5	1069	10.6

SOURCE: NATIONAL PLANNING DATA CORP.

\* THE 1987 ESTIMATES OF HOUSEHOLD INCOME ARE BASED ON A COMPILED OF SOURCES INCLUDING THE 1969-1983 FEDERAL REVENUE SHARING GROWTH RATES, THE FEDERAL REVENUE SHARING FILES AND THE FEDERAL-STATE COOPERATIVE PROGRAM [FSCP]. CONSTANT DOLLARS.

### ***Household Income of the Senior Population***

Although the median household income for seniors was \$26,476 in 1987, which is close to the County overall median income level, there exists a significant proportion of seniors with relatively low incomes. As indicated in the table below, more than a third of the City's seniors in 1987 had an annual income of less than \$25,000.00. For many seniors with incomes below this figure, the cost of housing may be a problem, whether it is paying for the taxes and maintenance on an older home or monthly rents which in 1988 averaged \$517.00 for a studio/one bedroom apartment in Pleasant Hill.\*

**TABLE 4: SENIOR HOUSEHOLD INCOME  
[PERSONS AGED 55 AND OVER]**

Household Income [000]	# of HH's 1980 Census	%	# of HH's 1987 [Est.]	%
< 7.5	633	20.7 %	409	12.7 %
7.5 - 14.9	634	20.7 %	428	13.2 %
15 - 24.9	695	22.8 %	543	16.8 %
25 - 34.9	503	16.4 %	450	13.9 %
35 - 49.9	401	13.1 %	488	15.1 %
50 - 74.9	162	5.3 %	610	18.9 %
>= 75	26	1.0 %	305	9.4 %
Total	3054	100.0	3233	100.0
Median Income	\$26,476.		\$45,022	

SOURCE: NATIONAL PLANNING DATA CORP.

\* A SURVEY OF RENTS CARRIED OUT BY THE COMMUNITY DEVELOPMENT DEPT. IN JANUARY AND FEBRUARY 1988 INDICATED AVERAGE RENTS OF \$517. FOR A STUDIO OR ONE BEDROOM APARTMENT AND \$619. FOR A TWO BEDROOM APARTMENT.

## Employment

The total number of new jobs in Pleasant Hill is projected by ABAG to increase by 58% between 1985 and the year 2005. The City's employment projections indicate a smaller increase in employment of 46% for this period. The largest increase in projected new jobs in the City will be in the retail [60.2%] and service [57.2%] sectors. A similar trend is projected by ABAG for Contra Costa County as a whole, which is anticipated to have a 60% increase in employment. Although there may be variations among different employment projections, the importance of these projections is that they indicate that a significant structural change in the economy of the County is occurring.

The projected increase in employment will impact the balance between jobs and housing. At present there are more employed residents in Pleasant Hill than there are jobs, which means that a significant proportion of residents commute to work outside of the City. This is reflected in the 1980 Census data on commuting patterns which indicated that 68.6% of the City's residents drove to work and that 56% of all work-related trips took longer than twenty minutes. The ABAG projections, however, indicate that the ratio of employed residents to jobs in Pleasant Hill will be over 1:0 by 2005 [which means that the number of jobs will equal or exceed the number of employed residents]. This trend is projected for the County as well, and may reduce the need to commute out of the County for work.

TABLE 5: EMPLOYMENT PROJECTIONS

area	1985	1990	1995	2000	2005
Pleasant Hill	13449	15429	17409	19389	21372
Contra Costa County	236900	287500	326400	353500	379400

\*SOURCE: ABAG PROJECTIONS 1987.

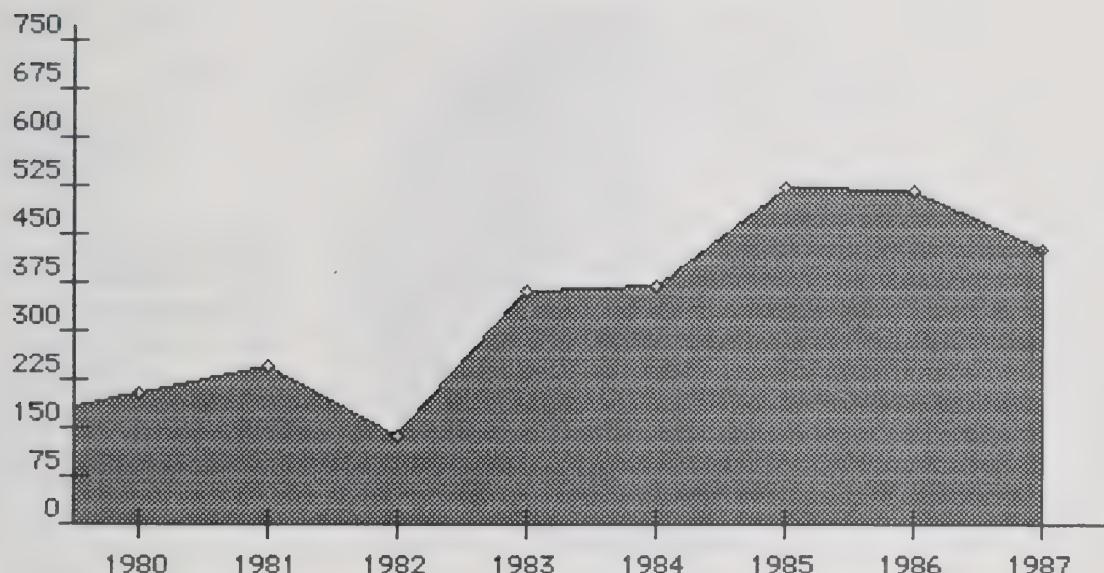
The ABAG employment figures include the City's Sphere of Influence. It should be noted that there are approximately 8,000 new jobs planned in the Pleasant Hill BART Station area in 4 million square feet of commercial, retail, and office space. The actual employment increase within City limits is thus considerably lower than indicated in Table 5.

## Housing Characteristics:

### Annual Growth in Housing Units 1980-1987

The growth in housing units built in Pleasant Hill has fluctuated considerably over the past eight years. This reflects the vigor of the national economy indicated by interest rates and the rate of inflation. The dramatic drop in the number of units built between 1981 and 1982 was caused by a national economic recession. The number of housing units completed was the lowest in 1982 at 137 units. Recovery of the housing market began in 1983 as interest rates began to drop. Since 1984 the housing market has made a sustained recovery. The largest increase occurred in 1984 when 364 units were completed, and the largest number of housing units were built between 1985 to 1986.

FIGURE 7: ANNUAL GROWTH IN HOUSING UNITS 1980-1987



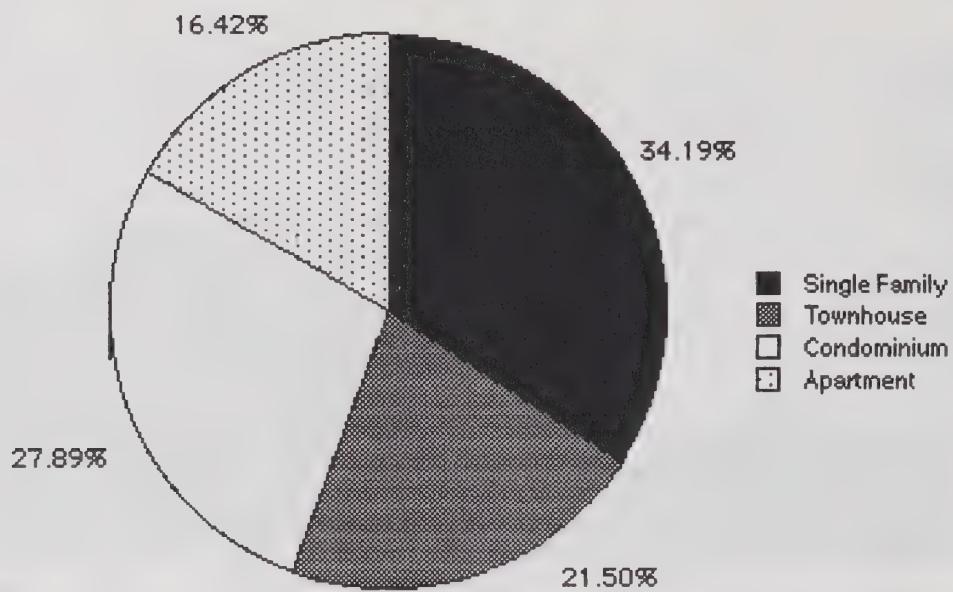
SOURCE: PLEASANT HILL COMMUNITY DEVELOPMENT DEPT.

Other cities in the County that have experienced the most development activity previous to 1987 have been: Antioch [3,900 new units]; Concord [3,300 new units]; Pittsburg [2,850 new units]; Martinez [2,600 new units]; and San Ramon [2,250 new units]. Pleasant Hill has added 2,794 units during this period. Future growth in the number of residential units will continue to decline as Pleasant Hill reaches build-out with fewer parcels of developable land available for residential construction.

### ***Housing Growth by Type***

Since 1980, a total of 2,794 housing units have been built in Pleasant Hill. As indicated in the chart below, single family homes accounted for 34.2% of this construction with the remainder being shared among townhouses, condominiums and apartments. There has been a significant decrease in construction of apartments and condominiums since 1985. In the previous two years, 67.8% of residential construction consisted of single family homes. Townhouses have provided 30.3% of residential construction. This trend is likely to continue unless there are more incentives for apartment construction in the federal tax codes and additional land made available for such uses in the City.

FIGURE 8: HOUSING TYPES 1980-1987



### Annual Construction of Housing Units by Type 1980 - 87

Fluctuations in the type of housing built reflects not only the relative amount of land zoned for different types of residential development in the City, but also changes in the financial market. The decline in construction of apartment units since 1986, observed in Table 6, is a function of changes in the federal tax codes which no longer encourages investment in this type of dwelling unit, despite the strong demand that exists for apartments in Contra Costa County.

TABLE 6: ANNUAL GROWTH IN HOUSING UNITS BY TYPE 1980-87

	Single Family	%	Townhouse	%	Condominium	%	Apartment	%	Total
1980	47	23.15	60	29.55	96	47.3	0	0	203
1981	81	32.79	29	11.74	137	55.5	0	0	247
1982	23	16.78	89	64.96	0	0	25	18.3	137
1983	210	57.69	0	0	0	0	154	42.3	364
1984	73	19.62	123	33.06	32	8.6	144	38.7	372
1985	89	17.01	70	13.38	252	48.2	112	21.4	523
1986	142	27.3	98	18.84	256	49.2	24	4.6	520
1987	290	67.75	132	30.34	6	1.3	0	0	428
Total	955	34.2	601	21.5	779	27.9	459	16.4	2794

SOURCE: CITY OF PLEASANT HILL

While construction of apartments and condominiums has declined sharply, there is a continuing construction of single family home and townhouses. This trend will continue to build-out, unless changes are made to the City's General Plan and Zoning Ordinances to permit more multifamily units.

## Various Housing Characteristics

Presented in the table below are several characteristics of the housing stock in Pleasant Hill.

TABLE 7: HOUSING CHARACTERISTICS PLEASANT HILL 1987\*

Number of Rooms in Housing Units			Tenure	no.HH	%
1-2	117	1.2%	Owner	6069	65.5%
2-3	1312	13.2%	Renter	3192	34.4%
4-5	3478	35.1%	Total	9261	100.0%
6+	5007	50.5%			
Vacancy Rate			Type of Housing Unit	No.	%
Occupied	96.8%		Single Family	7155	72.5%
Vacant	3.2%		Multifamily 1-4 units	665	6.7%
			Apartments 5+ units	2026	20.5%
			Mobile Homes	35	0.2%
				9891	

As indicated in *Table 8*, the vacancy rate was 3.2% in 1987. It is generally accepted that an overall vacancy rate of 4% is needed to provide for normal turnover in housing units. Pleasant Hill's vacancy rate of 3.2% shows a lack of adequate number of rental units. The majority [64%] of the City's housing is owner-occupied, with a large number of homes having 4 or more rooms. In addition, the majority [72.5%] of the City's housing is single family units.

\*SOURCE: NATIONAL PLANNING DATA CORP.

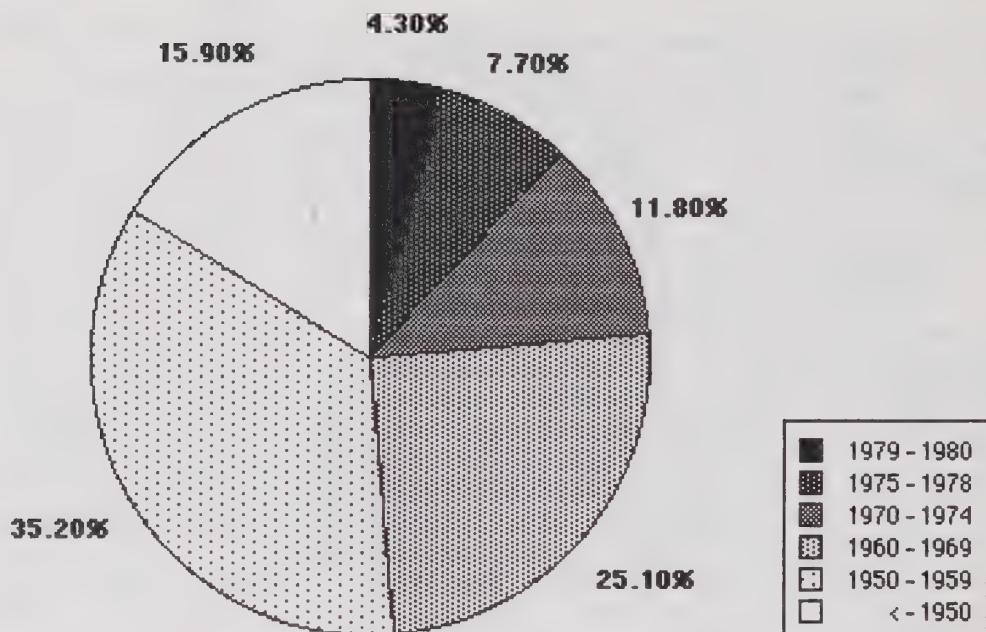
## Age of Housing Stock

The housing stock in Pleasant Hill is characterized by aging and predominantly single family homes. The majority of homes in the City are single family [72.5%], with few townhouses [5%] and a significant number of apartment units [20.5%]. As indicated in the table below, 51% of the homes in the City were built before 1960.

The Building Department estimates that approximately 15% or 1500 of the City's housing units are in need of some rehabilitation such as repairs to windows and roofs, and repair of termite-related damage. The majority of units that require rehabilitation were built prior to 1960. It is estimated that approximately 25 to 30 units throughout the City will require replacement within the next five years. These estimates will be supplemented by a survey of housing condition which will be carried out in 1990-91, to obtain a more accurate picture of the condition of the City's housing stock.

The existing housing is the City's most precious resource. The relatively high number of older homes in the City underlines the need for policies and programs to maintain and enhance the quality of older neighborhoods.

FIGURE 9: AGE OF HOUSING STOCK



SOURCE: US CENSUS 1980

## Special Housing Needs

### Senior Housing

As indicated in the Demographic Background Report, the City's senior population increased from 1316 persons [5.5%] of the population in 1970 to 5141 persons [20.5%] of the population in 1980. Moreover, the State Dept. of Finance projects a 56% increase in the number of seniors in Contra Costa County between 1980 and the year 2000. To date there has been a relatively large number of senior housing units built in Pleasant Hill in comparison with surrounding communities in Contra Costa County. The following tables list the total number and location of senior housing and group care facilities in the City.

TABLE 8: SENIOR CITIZENS HOUSING

Name	# of Units	Location	Financing
Hookston Manor	100	Hookston Road	HUD Section 8
P. H. Village	101	Boyd Road	HUD Section 8
P.H. Retirement Home	152	Boyd Road	Private
Ellinwood	152	Longbrook Road	Municipal Revenue Bond
The Chateau	112	P.H. Road	Private
Total	617		

**TABLE 9: SENIOR GROUP CARE FACILITIES**

Name	Location	# of Beds	Financing
Baywood	550 Patterson	166	Private
Sun Valley Manor [SNF]	540 Patterson	105	Private
Rosewood [ICF/SNF]	1911 Oak Park	117	Private
Oak Park [SNF]	1625 Oak Park	45	Private
The Chateau	P.H. Road	148 [includes 36 beds res.care]	Private
Total	581		

There are a total of 617 residential and 581 residential care units for seniors. In addition there are at least 49 smaller senior care facilities located throughout the city. With a current population of 29,963, there is approximately one senior unit for every 30 residents, which is a higher ratio than for other cities in the County.

Three principal factors will affect the future number of senior housing and care facilities that can be built:

- a] There are limited remaining sites that are suitably zoned for senior housing. These are located in the two redevelopment areas which have land that is currently zoned multifamily; the Downtown and the Schoolyard;
- b] There has been decreasing Federal and State funding to provide additional housing for seniors. In addition, the federal tax reform enacted in 1986 provides for the establishment of State caps for private activity bonds which will result in major reductions in the volume of tax-exempt bonds issued to finance single and multi-family housing in California; and
- c] There are many vacant bedrooms in the City. Although it is difficult to accurately quantify the number of such under-utilized housing units in the city, the diminishing household size since the 1950s combined with the large number of existing single family homes indicates that there could be significant source of additional housing for seniors dispersed throughout existing neighborhoods, if acceptable arrangements could be made.
- d] There are many seniors in Pleasant Hill who live on fixed incomes in their own homes. Additional programs to ensure that senior citizens can continue to live independently in their own homes are required, such as home maintenance and repair, in-home health care through visiting nurses, and improved public transit such as flexvan service providing access to shopping, social interaction, and other services.

The following table summarizes the special housing needs for senior citizens, large families, handicapped persons, female-headed households, and the number of overcrowded housing units. This table complies with the requirement of State Department of Housing and Community Development that the Housing Element contain 1988 estimates of the number of persons in each of the above categories based on a projection of the 1980 Census data. The following figures were obtained by deriving the percentage that each category represented of the total population in the 1980 Census and applying this figure to the Department of Finance's 1988 population estimates for Pleasant Hill.

**TABLE 10: SPECIAL HOUSING NEEDS SUMMARY**

1980 Census			
Housing Need Category	Number	Percent of Population	1988 Estimated Number
Senior Citizens	5,141	20%	6,134
Large Families [> 6 persons]*	2,570	10%	3,067
Handicapped Persons	1,799	7%	2,147
Female Headed Households	745	3%	920
Overcrowded Units			
a] owner occupied	73	48 %	88 units
b] renter occupied	78	52 %	100 units
c] total	151	188 units	

\*THE 1980 CENSUS PRESENTS DATA FOR THE NUMBER OF PERSONS IN FAMILY FOR THE SAN FRANCISCO/OAKLAND SMSA ONLY. CONSEQUENTLY THIS DATA WAS PROPORTIONALIZED AND APPLIED TO PLEASANT HILL POPULATION FIGURES.

## **Handicapped Persons**

The number of handicapped persons in a city has important social and planning implications and will affect the demand for specialized handicapped access and transportation facilities, certain social services, in addition to specialized housing. Handicapped persons comprised 7% of the city's population in 1980. The City is fortunate to have Chilpancingo Vista, a 25 unit housing development designed exclusively for handicapped persons. Discussions with persons living in Chilpancingo Vista indicated that there was an acute need for two bedroom apartment units designed for the handicapped.

In addition, 185 persons [1%] of working age [16 to 64 years] and 300 [18%] of those over the age of 65 in Pleasant Hill cannot use public transportation because of a physical disability.

## **Female Headed Households**

The number of households headed by women has implications in terms of the demand for childcare and other social services. The number of female-headed households was 745, representing 2.8% of the 1980 Pleasant Hill population. Female-headed households with children numbered 476, and without children 269. The number of female-headed households with children and in poverty, as defined by the US Census, was 174, and without children was 6 in 1980. There is an obvious need for more affordable housing for this sector of the community. The waiting list for Section 8 housing at the Contra Costa Housing Authority [CCHA] lists over 2,000 persons, more than 40% of these represent female-headed households.

\*SOURCE: US CENSUS 1980

## Overcrowding

An overcrowded housing unit is defined by the US Census as one in which there are more than 1.01 persons per room [including kitchen, bedrooms, living rooms, etc., but not including basements, bathrooms or halls]. Given this definition, Pleasant Hill had in 1980 151 overcrowded units, which represents 1.5 % of its total occupied units as indicated in *Table 11* below. This is a smaller proportion than the County [2.9%] and the nine-county Bay Area [4.8%]. Of the 151 units reported overcrowded in the 1980 Census, 71 [48%] were owner occupied and 78 [52%] were renter occupied.

TABLE 11: OVERCROWDED HOUSING UNITS 1980

Community	Owner Occupied		Renter Occupied		Total Overcrowded Units	Total Occupied Units	Total as Percent of Total Occupied Units
	#	%	#	%			
Pleasant Hill	5942	60.8	3829	39.2	151	9771	1.5
Contra Costa	3240	46.1	3794	53.9	7034	241534	2.9
County							
ABAG Area	34550	36.4	60247	63.6	94797	1970547	4.8

SOURCE: US CENSUS 1980

## Farmworkers and Large Families

There are no farmworkers in Pleasant Hill, since there is only one small working farm remaining within its Planning Area, and the City is located in an urbanized portion of Contra Costa County. Consequently, there are no policies that address this housing need. Approximately 10% of the City's population lives in large families, which comprise six or more persons per family. Although demographic trends indicate that family size will continue to decrease, thereby reducing the demand for housing units with more than four bedrooms, the density bonus program requires that a certain number of units designed for large families be constructed to maintain a diversity in the City's housing stock and to accommodate the existing demand for this type of housing.

The table below indicates the number of persons by family size in 1988, based on the projection of 1980 Census figures.

TABLE 12: NUMBER OF PERSONS BY FAMILY SIZE IN 1988

	Size of Family				
	1-2	3	4	5	>6
number	11,683	7,637	5,337	3,007	3,006
percent	38	25	17	10	10

## Affordable Housing Units

Affordable housing is defined as housing not costing more than 30% of the household income of very low to median-income families. For rental units to be considered affordable, the rent plus utilities cannot exceed 30% of the median monthly income for the different sized households as established by HUD. Residential units that provide ownership shall be considered affordable if ownership expense including principal, interest, taxes and insurance does not exceed 30% of the median monthly household income for the different sized households as established by HUD. The HUD definitions of low to moderate-income are described on page 22.

The City has been able to obtain 236 affordable or below market rate units through the Federally subsidized Section 8 and Section 202 programs and through tax-exempt bond financing representing 2% of the City's total housing stock in 1987. The location, size and type of these housing units are presented in the table below. In addition, the City already has a significant number of affordable housing units established outside of those provided through government programs.

TABLE 13: LOCATION OF AFFORDABLE HOUSING UNITS

Development	Total No. Units	Affordable Units	Type	Housing Subsidy
The Chateau	112	22	Elderly	Tax-Exempt Bonds
Chilpancingo Vista	25	25	Disabled	Section 202
Ellinwood Apts	152	60	Elderly &Disabled	Tax-Exempt Bonds
Pleasant Hill Village	101	100	Elderly &Disabled	Section 8 & 221[d][4] &
Brookside Apts.	144	29	Family	Tax-Exempt Bonds
Total	534	236		

SOURCE: CITY OF PLEASANT HILL COMMUNITY PLANNING DEPARTMENT

The majority of the approximately 198 existing low to moderate-income units will be converted to market rate housing by the termination of the rental contract or mortgage payment and will lose their subsidy status within the next five to ten years. When this occurs, many low-income tenants will be displaced without any replacement housing being planned or built.

The conversion of these low to moderate-income units to market rate units is a serious housing problem that cannot be solved by local government. Statewide, these units are being lost faster than they are being built. Since 1981, the federal housing budget has been cut by two-thirds and the Governor's office has vetoed over \$100 million in new and continuing appropriations for low-income housing, despite the documented shortage of decent affordable housing.

Although none of these low to moderate units will be converted to market rate before the five-year perspective taken by this Housing Element ends, the policies and programs section recognizes this upcoming housing need and recommends both an Inclusionary and Below Market Rate [BMR] housing program. In addition, it is recommended that the City enact an ordinance which provides at least one year advance notice of the intended conversion, thereby extending the State's requirement by another six months. This additional period of time may provide the opportunity for a non-profit housing development corporation to negotiate purchase of affected units.

## Cost of Housing

The value of Pleasant Hill's owner occupied units is substantially higher than the figure for the County. As indicated below, the average sales price of a home in August 1988 was \$189,094, in comparison to the County figure of \$152,955. The prices of new homes in Pleasant Hill continue to show a steady increase, with the trend increasing toward the number of homes being sold in the \$250,000. to \$350,000. range.

TABLE 14: AVERAGE PRICE OF HOUSES, TOWNHOUSES & CONDOMINIUMS IN AUGUST 1988

	Houses	Townhouses & Condominiums
Pleasant Hill	189,094	134,519
Contra Costa County	152,955	78,996
Walnut Creek	258,931	156,341

SOURCE: CONTRA COSTA BOARD OF REALTORS; AUGUST, 1988

## Distribution of Household Income

In analyzing the ability of different economic sectors of the community to pay for housing costs, four income categories are commonly used: above moderate; moderate; low; and very low. The following brief definitions explain each of these income categories expressed in dollar amounts as of February, 1990, for a typical three person household:

### Above Moderate-Income

Household income which exceeds 120% of the median income for Contra Costa County. In dollar figures, this represents an annual income of \$59,920 or more.

### Moderate-Income

Household income between 80 and 120% of the median income for Contra Costa County. In dollar figures, this represents an annual income of \$35,280 to \$59,919.

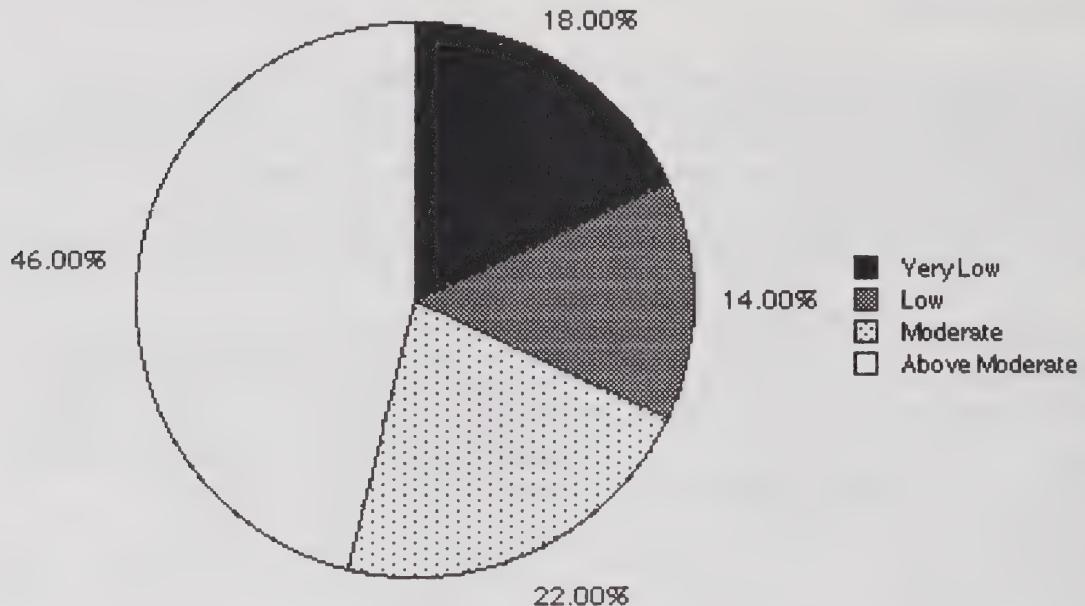
### Low Income

Household income between 50 and 80% of the median household income for Contra Costa County. In dollar figures, this represents an annual income of \$22,050 to \$35,279.

### Very Low Income

Household income not exceeding 50% of the median household income for Contra Costa County. In dollar figures, this represents an annual income of up to \$22,049.

FIGURE 10: DISTRIBUTION OF HOUSEHOLDS BY INCOME CATEGORY



SOURCE: ABAG HOUSING NEEDS DETERMINATIONS 1983 AND HUD INFORMATION BULLETIN 14.2; JANUARY, 1988.

Below Market Rate Housing is housing which costs a household less than thirty percent of its gross monthly income. For renters this would include rent and utilities. For homeowners this would include, mortgage payments, taxes, insurance and utilities.

The table below presents the distribution of households by these four income categories in the City, the County and the nine-county Bay Area.

TABLE 15: DISTRIBUTION OF HOUSEHOLDS BY INCOME CATEGORY

	Above moderate	Moderate	Low	Very Low	Total
# of Households	5647	2700	1719	2210	12,276
Percent in PH	46	22	14	18	100
Percent in County	46	20	14	20	100
Percent in Region	40	21	16	23	100

SOURCE: ABAG: HOUSING NEEDS DETERMINATIONS JULY 1983 [SAME DATA APPLIES TO ABAG'S 1988 HOUSING NEEDS DETERMINATIONS]

The distribution households by income in Pleasant Hill does not vary significantly from that observed for the County or the Bay Area. Approximately a third of the City's households have Low to Very Low incomes.

Updated income figures prepared by ABAG entitled Average Household Income Growth in the Bay Area Counties 1985-1988 indicates that household income levels have increased by 12.8% between 1985 and 1988. The following table compares the growth in average household income between Pleasant Hill, Contra Costa County and several nearby cities.

TABLE 16: HOUSEHOLD INCOME GROWTH 1985-1988

	1985 Mean Household Income 1985 \$	1988 Est Mean Household Income 1988 \$	Percent Increase
Pleasant Hill	39,700	44,814	12.8%
Walnut Creek	43,500	51,931	11.7%
Concord	38,800	43,096	11.1%
Antioch	35,400	41,290	16.6%
Contra Costa	42,500	47,975	12.8%

## Ability to Pay Housing Costs

According to the standards set by HUD and the California State Dept. of Housing and Community Development, housing costs should not exceed twenty-five to thirty percent of a household's income. If households are paying more than this amount they are considered to be overpaying for housing. To analyze the extent to which Pleasant Hill households are overpaying for housing, housing costs as a percentage of household income was evaluated in the following table.

TABLE 17: HOUSEHOLDS PAYING MORE THAN 25% OF INCOME FOR HOUSING

Housing Cost as Percent of Income	Income Less than \$20K		Income \$20K or more	
	owner %	renter %	owner %	renter %
0 - 24%	49	23	80	89
25% or more	51	77	20	11

Significantly more households with incomes less than \$20,000 per year spent more than 25% of their income on housing than households with incomes exceeding this figure. A significant percentage [51%] of owner households are paying more than 25% of their income for housing, which indicates that home prices are rising faster than incomes. The majority of renter households with income under \$20K, are paying more than 25% of their income for housing, which underlines the need for more low income rental units.

Renters have lower monthly housing costs than homeowners, as indicated in *Table 18*. Both the median contract rent of \$310. [not including utility costs] and the gross rent of \$338.[including utility costs] reported in the 1980 Census, are much lower than the monthly owner costs of \$433. While the City's median contract rent and gross rent are not as high as many other cities in the County, the median contract rent is higher than in the County and the region as a whole. The reason for Pleasant Hill's relatively lower median monthly owner costs is that the city has a large number of older and affordable homes which have been occupied by the same owner for a long time or sold for prices which are comparatively lower than in surrounding cities.

TABLE 18: MEDIAN MONTHLY HOUSING COSTS IN 1980 \*

Community	Contract Rent	Gross Rent	Owner Costs
Pleasant Hill	310	338	433
Lafayette	312	337	555
Antioch	235	273	427
Clayton	458	501	682
Martinez	244	271	516
Moraga	393	420	576
Walnut Creek	322	337	554
Contra Costa	268	294	468
ABAG Region	274	298	440

\* THE ABOVE DATA WAS OBTAINED FROM THE 1980 CENSUS, 1980 [STF-1 AND STF-3]

A survey of rents carried out in February 1988 by the Community Development Department indicated an average rent of \$517. for a studio and one bedroom and \$619. for a two bedroom apartment. Rents in the City and the County are now rising faster than the rate of inflation and the increase in household incomes. In addition, there have been no rental units built in Pleasant Hill since 1986, and there have been no applications for apartment development submitted since that time. Throughout the Bay area, rental cost rose by 18.6% between 1985 and 1988, which is almost twice the rate of inflation and substantially faster than the growth in household income for that period.

Until additional construction of rental units occurs, the combination of strong demand and low vacancies should contribute to an increasingly severe shortage of rental units and a decrease in their affordability.

To afford an average-priced one bedroom apartment in Pleasant Hill which rents for \$619.00 , a household must have an annual gross income of between \$25,512 and \$29,712, depending on whether 25% or 30% of the gross income is allocated for housing. This level of rent is affordable for above-moderate and moderate-income but not for the low and very low-income households comprising 32% [3929] of the households in the City. The decreasing supply of affordable rental units is a county-wide phenomena. There is a six-month waiting list for Section 8 housing at the Contra Costa Housing Authority

The situation for home ownership however is similar. In order to qualify to purchase a home costing \$189,000., assuming a 20% down payment and a 30 year fixed rate mortgage at an interest rate of 11.75%, including taxes and insurance, a household would require a gross income of at least \$68,745. The 1988 estimated mean household income from ABAG for Pleasant Hill was \$44,814; \$23,931. less than the minimum income required to purchase an average priced home within the City. It is evident that the majority of Pleasant Hill residents could no longer qualify to purchase a home in their community.

Overpayment is clearly an acute problem for renters as well as for those seeking to purchase homes. The policies and programs section of the Element contain a number of actions to address this need.

## ABAG Housing Need Determinations

State legislation enacted in 1980 [AB 2853] mandated that the Association of Bay Area Governments [ABAG] determine the existing and projected regional housing needs and also determine each city's share of the regional need for housing to the year 1995 for various types of housing and income groups. The local share for regional housing assigned to each city by ABAG is to be considered in the development and updating of Housing Elements. ABAG's determinations of the local share of the regional housing need takes into consideration the following factors: employment opportunities; availability of suitable sites and public facilities; market demand for housing; commuting patterns; and the type and tenure of housing.

ABAG's Housing Needs Determinations report of September 1988 indicated that Pleasant Hill's existing need was for 186 housing units, and the total projected need was for 1,529 housing units for the period 1988-1995. The existing need is defined as the net increase in housing that should have been available in 1988 to provide an adequate vacancy factor and a better supply-demand balance. The projected need includes the existing need as well as sufficient housing to provide for the expected household growth and adequate vacancy factor. The distribution of this housing need figure by income category for the City is presented in the table below.

TABLE 19: ABAG HOUSING NEEDS DETERMINATIONS 1988-95

Income Group & Relation to County Median Income	Required Percentage	1988-90 Existing Need	1990-95 Projected Need	Alternate Zoning Projected Need	Total Projected Need	Need
Very Low [0-50%]	20	37	66	84	156	306
Low Income [50-80%]	15	28	50	63	117	229
Moderate [80-120%]	21	39	70	87	163	321
Above Moderate [>120%]	44	82	146	184	343	673
Total	100	186	332	416	799	1,529

A new category was added to ABAG's Housing Needs Determinations, entitled "Alternate Zoning Projected Need", in response to revisions to State housing law. This new category indicates the number of housing units that would be required above the maximum amount permitted by the City's existing land use regulations needed to achieve a balance between jobs and housing. The goal of ABAG's alternative zoning housing need is defined as follows;

" To expand the supply of Bay Area housing in those communities adding substantially more jobs than accommodating the housing needs for the workers. A regional need exists for such communities to house up to 50% of the difference between the growth in local jobs and the growth in the labour supply.".\*

Pleasant Hill is changing from a primarily bedroom community where the majority of people commute to jobs located outside of the city to a community with a growing number of employment opportunities. This will have an effect of improving the City's job/housing ratio.

\* ABAG HOUSING NEEDS DETERMINATIONS , 1988 PAGE 23, .

## **Emergency Shelter**

The housing element law was amended by AB 1996 which requires that an identification of the need for emergency or transitional housing as well as potential sites for this type of housing based on the assessment of need be included in the Housing Element.

Accurate information on the number of homeless persons is impossible to obtain. No 'official counts' of the homeless exist. Only a small proportion of the homeless population contact the government and private agencies which provide assistance. Estimates of the number of homeless vary greatly because this population is transient, often moving from place to place every night seeking shelter.

The most recent data is provided by the Report on Homelessness prepared July 1987 by Contra Costa County's Task Force on Homelessness. This report estimates that there are between 6,000 to 10,000 homeless people in Contra Costa County. The City's Police Department estimates that there are between 25 and 40 homeless persons in Pleasant Hill, with the larger figure occurring during the winter months.

The vast majority of homeless are County residents. In most cases, the increase in homelessness has occurred because local people are unable to afford housing, rather than being the result of an influx of homeless from other areas. In addition, the report indicated that of the homeless surveyed:

- 70% were families with children;
- 18% were single men;
- 8% were single women;
- 3% were childless couples; and
- a significant proportion of homeless comprise veterans and the elderly.

The need for emergency shelter far exceeds the supply. The report indicated that 77% of the homeless people who contacted one or more providers of emergency shelter were not housed. Furthermore 82% of the unhoused homeless during the survey period were families with children.

The County has established a non-profit organization, Shelter Inc. to receive funds, to implement programs for the homeless and to refer homeless persons to available resources. At present there are three locations providing emergency housing in the vicinity of Pleasant Hill: Phoenix Multiservice Center Shelters in Concord and Antioch, which provide transitional housing primarily for those with mental health problems; and the Concord Armory which provides transitional or emergency housing to the general population, including families with children.

The magnitude of this problem far exceeds the resources of local government, particularly smaller cities. The City has complied with recent revision to Govt. Code § 65583 [c] [1] regarding the identification of adequate sites to facilitate the development of emergency shelters and transitional housing by programs which identifies an area suitable for this use. Program IP.23 designates an area approximately 2 acres on which transitional or emergency housing could be built as a permitted use. The following characteristics make this location suitable to this potential use:

- the site is vacant;
- it is centrally located in the Downtown, within 350 feet of public transit;
- all infrastructure such as water, sewer, road and sidewalks are in place; and
- the land is owned by the City's Redevelopment Agency.

The County has taken the initiative in identifying the extent of the problem locally and has established an organizational framework to coordinate funding and implementation of programs for the homeless. The policies of the Housing Element relating to homelessness are based on facilitating and co-operating with this County effort commensurate with the City's population and resources.

## Housing Development Potential

There is a limited amount of remaining vacant and residentially zoned land which can be developed in Pleasant Hill. There are a total of 204 acres of vacant land in the City of which 122 acres are available for residential development. Additional residential development can occur in three areas of the City:

1. on vacant [infill] and developable parcels within City limits;
2. in the City's two redevelopment areas, Schoolyard and Downtown; and
3. on vacant and developable parcels within the City's Sphere of Influence.

The maximum number of residential units [build-out] has been calculated separately for each of these three areas taking into account the existing zoning, and slope density standards and the requirements of the Measure B Initiative. The following table represents an inventory of the potential housing that could be built in Pleasant Hill.

TABLE 20: RESIDENTIAL BUILD-OUT FIGURES 1988 TO 1995

	Max. No. of Units	Type of Units
Within City Limit		
Infill Parcels	464	229 Single Family Units; 235 townhouses
Redevelopment		
Schoolyard Area	1011	PUD: multi-family units
Downtown	80	PUD: multi-family units
Total RDA	1091	
Total within City limits	1555	
Sphere of Influence		
P.H. BART Station	1100	Specific Plan: multi-family units
Other	486	385 SFU's & and 101 multifamily units
Total Sphere of Influence	1,586	
Total Potential Buildout	3141	

The residential build-out potential for each General Plan designation within the City limits is indicated in the table below. A density factor was used based on: the existing zoning; applicable land use regulations; topography; and the fact that street right-of-way dedications impact smaller, higher density zoning districts such as R-6 and R-7 to a greater extent than for larger, lower density such as R-20 and R-15 districts. The formula used to develop the density factor in *Table 21* is presented in the General Plan Statistical Background Report.

**TABLE 21: INVENTORY OF LAND AVAILABLE FOR RESIDENTIAL DEVELOPMENT WITHIN CITY BY GENERAL PLAN DESIGNATION & ZONING DISTRICT**

General Plan Designation	Corresponding Zoning District	Area Vacant & Underutilized	Max. Potential Density Factor	Number of Units
a] Infill Parcels				
Single Family: Low	R-20	20 acres	1.94 du/acre	39
Single Family: Low	R-15	3 acres	2.49 du/acre	7
Single Family: Medium	R-10	63 acres	3.63 du/acre	229
Single Family: High	R-7	4 acres	4.98 du/acre	20
Multifamily: Low	R-2	0	7-19 du/acre	0
Multifamily: Medium	MRA	10 acres	20-29 du/acre	169
Multifamily: High	MRB	0	29-40 du/acre	0
Total Infill				464
b] Redevelopment				
Schoolyard Area				
Mixed Use District	Mixed Use	8 acres	29.9 du/acre*	267
Multifamily: Low	R-2	23.5 acres	7-19 du/acre*	459
Multifamily: High	MRA/B	6.79 acres	20-40 du/acre*	285
Total Schoolyard			*[with density bonus]	1011
Downtown Area				
Mixed Use District	Mixed Use	9.0+ acres	20-40 du/acre	80
Total Downtown	80			
Grand Total				1555

It is apparent from *Table 21* that the majority of the City's future housing will be built in the two redevelopment areas, the Downtown and Schoolyard, with the Downtown contributing [5.2%] and the Schoolyard [66%] of the total potential residential build-out. It is important to note that areas of high residential development potential have the infrastructure such as roads, water, sewer, and parks already in place. Within the City's non-redevelopment areas, the majority of future residential units will be built at the Single Family: Medium Density range compatible with R-10 Zoning District.

The residential build-out potential for infill parcels within City limits is indicated by *Table 22*. The maximum number of residential units that could be built on vacant or underutilized land for each of the City's 75 Traffic Zones was based on a density factor that took into account area required for road, utility and other right-of-ways as well as open space requirements.

The residential build-out potential for the Sphere of Influence is indicated in *Table 23*. The Density Factor used for this table is based on County's existing land use regulations and on what has already been approved for this area. The majority of new residential units in the Sphere of Influence will come from development at the Pleasant Hill BART Station which has approved approximately 1100 units at a density of 100 dwellings per acre.

**TABLE 22: RESIDENTIAL BUILD-OUT WITHIN THE CITY: INFILL PARCELS**

Traffic Analysis Zone	Acres	Zoning	Density Factor*	Number of Units
64	8	PUD	20-29 du/ac	160
67	5	R-10	3.63	18
75	6	R-10	3.63	22
76	2	R-10	3.63	7
55	4	C	n/a	0
31	4	R-7	4.98	20
37	10	R-10	3.63	36
38	40	R-10	3.63	145
6	2	PUD	20-29 du/ac	51
13	7	R-20	1.94	13
14	2	R-20	1.94	4
15	3	R-15	2.49	7
43	11	R-20	1.94	21
Total	130	464		

TABLE 23: RESIDENTIAL BUILD-OUT: SPHERE OF INFLUENCE

APN Number	Acres	Density Factor	No. Units	Type	Comments
166-012-005	5.92	9.1	54	sfu	29 approved, not built
166-020	10.93	2.3	25	sfu	
166-030	2.0	1.5	3	sfu	
166-190 & 012	0.78	2.2	17	sfu	
166-341	1.25	1.6	2	sfu	
166-312	1.8	1.1	2	sfu	
166-200 & 032	2.1	2.4	5	sfu	
166-210,003,006	9.39	2.1	20	sfu	
166-240,064,012	3.08	1.6	5	sfu	
365-401,402,391&2	9.0	1.1	10	sfu	Lots already subdivided
365-240	4.45	1.8	8	sfu	
167-341, 350	29.0	1.0	29	sfu	Lots already subdivided
166-230,002,003, 012	1.46	2.1	3	sfu	
101	2.6	40.0	101	senior apts.	Approved, not built.
365-110-017	119.0	1.2	146	sfu	
167-360-202	44.5	1.1	50	sfu	
166-230-026	1.78	3.4	6	sfu	
PH BART Station	1.7+	100.0	951	multifamily	Approved, not built
Total Acres	250.74				
Total Single Family	385				
Total Multifamily	1201				
Total Units	1586				

SOURCE: COMMUNITY DEVELOPMENT DEPARTMENT: DATA AS OF DECEMBER, 1988. [SFU MEANS SINGLE FAMILY UNIT]

A total of 1,529 additional residential units are required by 1995 in Pleasant Hill to meet the mandated regional housing need. The build-out calculation indicates this need can be met solely by the number of housing units that can be built within the City limits. Another 1,586 housing units can be built within the City's Sphere of Influence, the majority of which would be located within the PH BART Station area.

It can be concluded from the analysis of Housing Development Potential that: 1] at the current residential zoning densities there is enough land within City limits to meet all of the regional housing needs; 2] the largest number of new residential units will be built in the two redevelopment areas, since this is the area which has the only multifamily residential zoned land left to be developed in the City; 3] the supply of available land is limited and should be effectively and efficiently used to achieve the City's various housing needs; and 4] it may not be possible for the City to meet all of its housing needs for low and moderate-income households.

## **Constraints to Housing Development**

Every Housing Element must contain a discussion of the constraints to the production of housing. Presented in this section are constraints associated with government action, market forces and community sentiment. Many of these constraints cannot be overcome by local government, while others related to the development approval process and to land use regulations can be considered in the formulation and implementation of the City's Housing Policies.

## **Infrastructure Constraints**

### **Traffic Congestion**

Congestion along I-680 and HW 24 is clearly becoming a regional problem. The traffic on portions of these highways now exceed capacity during peak hours. Improvements to I-680 corridor planned by the State Department of Transportation will provide limited increase in capacity. As the congestion worsens along the I-680 corridor, more traffic will be diverted along such City streets as Treat Boulevard, Oak Park Boulevard, Pleasant Hill Boulevard, and Taylor Boulevard. Increasing traffic congestion may become a disincentive to increased new housing development in the City.

### **Water**

The City obtains water from the Contra Costa Water District and the East Bay Municipal Water District. The CCWD's Treated Water Plan indicates an adequate supply of water to meet the potential build-out in Pleasant Hill.

### **Sewage Treatment**

Sewer and storm drain facilities are provided by the Contra Costa Sewer District [CCSD] which has indicated that the current capacity is expected to be adequate through the mid 1990's. During wet weather effluent periodically exceeds plant capacity, with the excess diverted into on-site holding basins. The CCSD's recently approved Master Study makes recommendations to alleviate this problem.

### **Schools**

The Mt Diablo Unified School District [MDUSD] has indicated that there is sufficient capacity to handle projected enrollments, despite the increased enrollments recently observed at the primary school level, primarily at Fair Oaks and Valhalla Elementary Schools resulting from "mini baby boom" children reaching school age. The demand on school capacity of larger multifamily developments should be examined carefully on a case-by-case basis. Portable classrooms are being used at most of the City's elementary schools to meet increases in enrollment.

## **Fire Protection**

The City is served by the Central Contra Costa Consolidated Fire District [CCCFD] which has indicated that there exist no constraints in fire fighting capacity to accommodate build-out. However there was some concern with the relatively long 4-6 minute response time to the western hills of Pleasant Hill, which will be mitigated by the construction of a new fire station at the corner of Devon and Alhambra streets.

## **Police Protection**

The City is served by the Pleasant Hill Police Department [PHPD] which has indicated that there exist no constraints to the provision of police services to accommodate the anticipated residential build-out within City limits with augmentation of resources for police protection commensurate with population increase. Police protection in the City's Sphere of Influence is provided by the County Sheriff's Department.

## **Government Constraints**

The City of Pleasant Hill regulates the use of land within the City limits through the General Plan, Specific Plans for the City's two Redevelopment areas, the Zoning Ordinance, the Subdivision Ordinance and the Building Code. The revised General Plan provides new density designations for residential development which are more specific than those contained in previous City plans and policies.

The approval of the Measure B initiative in June, 1986 imposed a number of restrictions on rezoning residentially-zoned land to higher densities and mandated the inclusion of such restrictions in the revised General Plan. Refer to Appendix A for the text of Measure B Initiative. The approval of this Initiative has removed the more flexible manner in which the City has obtained additional multifamily zoning.

In summary, Measure B Initiative imposes the following limitations on the City's planning as it affects housing development:

- a] Limits residential rezoning to higher densities unless 75% of the boundary of the area to be rezoned has the same or greater density zoning designation. The exception is for properties not greater than 20,000 square feet deemed unsuitable for residential use by virtue of noise, traffic and immediate proximity to commercial uses, and for properties with lower density than R-10, which may be rezoned to R-10;
- b] Property to be rezoned to higher residential density shall not have growth-inducing impacts on existing residential neighborhoods, nor produce significant noise or traffic impacts;
- c] Imposes a height limitation throughout the city of 35 feet and 2 1/2 stories, with the exception that 20% of the Downtown can have buildings of up to five stories in height; and
- d] The amount of land in redevelopment areas shall not be expanded until specific conditions have been met.

Despite the number of limitations imposed by the Measure B Initiative, its impact on housing potential is not significant. This is due to the fact that the City is 95% built-out, and the majority of remaining residentially-zoned land occurs in the two redevelopment areas which permit a higher density multifamily residential zoning density. In addition, the implementation of a Mixed Use designation throughout a large area of the Downtown and a portion of the Schoolyard redevelopment areas has the impact of significantly increasing not only the total amount of residential units that can be built, but also the number of affordable units, through increased density and the application of housing-related redevelopment laws.

Traditionally the City has used specific plans for the two redevelopment areas, the Downtown and the Schoolyard, and has used PUD [Planned Unit Development] zoning to establish higher multifamily residential densities. All of the City's remaining developable multi-family zoned land is located in these two redevelopment areas, and in outlying areas with adopted specific plans and PUD designations. The majority of these planned areas are unaffected by the limitations of the Measure B Initiative by virtue of being approved prior to the passage of the Initiative. In addition, density bonuses will be given if Below Market Rate [BMR] housing is guaranteed. The City places no restrictions on mobile or factory-built housing other than those placed on conventional housing. In summary, zoning and other land use regulations do not constitute a constraint to the development of affordable housing, and in some situations encourage the development of additional affordable housing in Pleasant Hill.

The City requires payment of different fees as a condition of development approval. All fees are tied to the City's actual costs of providing necessary services such as project review and plan checking fees, which are reviewed and adjusted periodically. The most recent review of the City's development fees was completed in September 1988. The schedule of fees is available at the Community Development Department. The City also exacts from developers physical improvements as allowed under municipal regulatory power. A Traffic Mitigation Fee and on and off-site improvements pursuant to the City's subdivision ordinance are required.

The fees required for residential development are no higher, and have indeed been somewhat lower, due to less exacting standards to date with regard to curb, gutter and sidewalk requirements, than neighboring cities. Recent studies by the City to standardize its fee structure will bring the development fees on par with neighboring cities and reflect actual costs of development. A description of on- and off-site requirements for residential development are contained in the City's Subdivision Ordinance. The City may also waive certain fees related to the development of low and moderate-income housing.

Building codes and enforcement do not provide a constraint to housing development. Requirements for parking, building setbacks and site improvements are no higher and comparable to other jurisdictions in the County. New construction is required to meet the requirements of the Uniform Building Code. There does not exist an ongoing enforcement of building codes on existing dwellings. Existing units are inspected only when an owner seeks a building permit for additional construction or when a specific complaint relating to the health and safety of building occupants is received. The City does not require those who carry out renovations constituting 50% or less than the total assessed value of the building to meet all the building codes in effect today, in conformance with the UBC.

The time taken to process development applications effects housing costs, since interest on loans must continue to be paid and the longer it takes for the development to be approved, the higher the costs will be. The time to process residential developments does not constitute a constraint in Pleasant Hill. The average time for development review for a 50 to 100 unit residential project is from twelve to eighteen months, which is comparable to the time taken for processing similar projects in surrounding cities. It is anticipated that implementation of the policies of this Housing Element will reduce the time required for reviewing projects incorporating affordable housing units. In addition, the revision of the Zoning Ordinance will result in streamlining processing and simplifying provisions for the development of housing.

## Market Constraints

Market constraints include the cost of land and improvements, construction costs, interest rates, profit, property taxes and the wide range of factors which determine consumer preference in the housing market. Most of these factors are beyond control of local governments, although occasionally the cost of land and interest rates can be reduced in order to encourage affordable housing production. An example of this is the tax-exempt revenue bonds used to finance the Ellinwood project which has 60 affordable units for seniors.

The availability of financing is a key component in determining the affordability of homes. Small increases in the interest rates can have a significant impact on the amount of monthly mortgage payments, and thereby limit many people from qualifying for a home loan.

The cost of housing in Pleasant Hill has gone up more rapidly than income, the rate of inflation and the Consumer Price Index. An informal survey of local developers indicated the following range of costs for construction of a single family home in the City;

cost of a finished lot [ie. ready to build: sewer, \$70,000. to \$100,000  
water, grading, roads and utilities]

construction costs	\$55 to \$65 per sq. ft.
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fees paid to City	\$5,000 per unit [average]
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The cost of multifamily housing is generally similar with the exception that per unit land costs are reduced only marginally, since the market value of residential land is directly related to the total number of units that can be built on a given site. The developers contacted in the informal survey stated that the price of land was the most significant and fastest rising cost component.

There is no shortage of construction or mortgage financing in Pleasant Hill for new construction or rehabilitation. Discussions with contractor, developers, and real estate brokers indicated no mortgage deficient areas or 'redlining' practices in Pleasant Hill. Interest rates are consistent with those found throughout central Contra Costa County.

It can be concluded that the market is increasingly acting as a constraint particularly to new home buyers who cannot afford the large downpayments required to finance a \$250,000 home.

Another aspect of the market which is acting as a constraint and is compounding the problem is related to the type of unit being built. In the past three years, there has been no new rental housing constructed in the City. Changes in the federal tax laws were largely responsible for this, and the effect has been to further exacerbate the current crisis in housing affordability.

## Community Sentiment

Community attitudes toward housing play a crucial role in determining the type and cost of housing that will be built in the City. The Community Survey, carried out in October 1987, indicated little community support for significant increases in higher density multifamily and consequently more affordable housing, particularly in the Downtown area.

A key to successfully obtaining development approvals is to obtain the support of the local neighborhood. Developers of potentially controversial housing projects should make the effort to address the legitimate community concerns regarding the type of housing proposed, the characteristics of the potential occupants of the housing units, noise, increases in traffic, and the impact that the proposed development will have on City services. Involving the community in the early phases of a project is essential for creating the basis for cooperation and constructive participation in the planning process.

Although the Planning Commission and the City Council should be responsive to the wishes of the residents of the City, these bodies must also take responsibility for the overall public benefit that would result from approving potentially controversial multifamily housing developments which are in compliance with the City's existing land use regulations.

## ***Opportunities for Energy Conservation***

The City encourages energy conservation in residential projects. All residential projects are reviewed in terms of building orientation, street layout, lot design, landscaping, and street tree configuration in order to maximize solar access and energy conservation. Residential structures must meet all the requirements of Title 24 relating to energy conservation features of the Uniform Building Code. In addition, much of the higher density multifamily-designated land is located within walking distance of the Downtown, transit stops, and commercial centers, thereby reducing the potential demand for automobile fuel.

## ***Summary of Housing Issues and Policy Considerations***

### ***Future Housing Demand***

Between 1985 and 2005 the population of Pleasant Hill is projected by ABAG to increase by only 7.4% [versus 25.8% for the County], adding approximately 5,909 residents to the City. In contrast the number of households in the city is projected to increase by approximately 19%. This discrepancy is largely due to the decline in the average size of households that has occurred since 1960. In Pleasant Hill the average household size dropped from 3.54 persons in 1970, to 2.44 in 1985. This trend has been due to the combination of increased longevity, more divorces, a lower birth rate, and more single person households. Another trend which will have a strong impact on housing demand is the 50% increase in the senior population projected for Contra Costa County from 1985 to 2000. It is projected that 20.5% of the City's population will be comprised of seniors by the year 2000.

### ***Policy Considerations***

Although there will be a continued strong regional demand for housing in the region, the fact that the City is nearly built out will constrain future housing development. The demographic trends indicate the following policy considerations for the limited future housing capacity that does exist within Pleasant Hill:

- a] There will be a continuing need for smaller units;
- b] There will be an undersupply of units for low to moderate-income families; and
- c] Special housing needs include housing for seniors, single-person households, the handicapped and large families.

Additional multifamily housing could accommodate many of the above-mentioned housing needs.

## ***The Role of the Redevelopment Agency in Achieving the City's Housing Goals***

The City has been successful to date in developing affordable housing through tax revenue bonds, Section 8 and Section 202 financing. Over 200 units of below market rate housing have been built in the City using these sources of financing. The recent reorganization, which integrated the staff of the City's Community Development Department and the Redevelopment Agency, means that the Agency can more effectively and confidently implement the City's housing policies.

The majority [72%] of future housing will be built in the City's two redevelopment areas, the Downtown and Schoolyard. The Schoolyard area will provide the majority of future housing primarily at the High Multifamily density of 20-40 du/acre and at the Medium Multifamily density of 7-19 du/acre. These areas of high residential development potential have most of the infrastructure such as roads, water, sewer and parks already in place. Consequently the policies and implementation strategy of the PHRA constitutes one of the principal factors in the successful realization of the City's housing goals. In addition, several implementation programs are recommended to encourage housing in the redevelopment areas including: fast-track processing for projects with below market rate units; inclusionary housing program; and use of 20% set-aside funds to maintain existing housing stock and to provide additional affordable housing.

The PHRA should actively pursue those developments that have a significant housing component, particularly in areas designated Mixed Use. Moreover, the background report on the Fiscal and Economic Analysis of Plan Alternatives indicated that there exists a strong market demand for housing and that virtually no incentives would be required from the PHRA to develop multifamily housing in these areas.

### ***ABAG Housing Need Determinations***

Analysis of the City's potential residential build-out versus the ABAG Regional Housing Needs indicates that there is adequate land to meet the City's regional housing needs if multifamily housing is developed on land so designated within the redevelopment areas.

The ABAG analysis, however, also indicates that the City could not meet its needs for provision of housing for low and moderate-income households. Moreover, a significant percentage [32%] of current Pleasant Hill households have low or very low incomes which represents a real need for more affordable housing in the community. This problem is exacerbated by the anticipated removal of approximately 200 Section 8 units in the City within the next five to ten years, as these convert to market rate units.

Consequently there is a definite need to take a more effective role in encouraging the construction of additional low and moderate-income housing. The following policy alternatives, used by many California cities to obtain additional affordable units, are contained in this Element:

- a] Implement the density bonus program, which gives developers of low and moderate-income units a density bonus, provided for in the Subdivision Map Act;
- b] Implement an Inclusionary Housing Ordinance which requires that a certain number of units in every housing project over 5 units be affordable or Below Market Rate [BMR];
- c] Aggressively seek all available funds for affordable housing from State and Federal sources and in-lieu housing fees;
- d] Implement the fast-track approval process for housing projects with affordable BMR units;
- e] Review and revise City ordinances so that they would facilitate construction of BMR units;
- f] Evaluate the feasibility of a shared housing program for seniors; and
- g] Adopt an ordinance which requires a one year notice period for tenants and the City for all Section 8 units which are scheduled for conversion to market rate units. This period may permit the local Housing Authority, the City and other organizations to obtain financing to buy back these units.

## ***Housing Rehabilitation and Conservation***

As indicated in the analysis, the majority of the City's housing stock is over thirty years old. This implies that many of the City's homes will require extensive renovation and repair in the near future. Not only do these older homes constitute the community's most precious resource, but also they provide one of the best sources of affordable single family homes in the County. Since there has been no City-wide survey of housing condition, it is not possible to reliably estimate the number of homes requiring minor repairs such as paint, trim, etc., versus major rehabilitation such as reroofing, new electrical and plumbing systems, or foundation repairs.

A survey of the condition of older homes in Pleasant Hill would enable the City to better formulate policies to address the rehabilitation needs of these units. Specific policy considerations include:

- a] Obtaining funding for a rehabilitation program involving low cost loans to qualified owners and occupants combined with added code enforcement activities;
- b] Conducting a survey of housing conditions in the City; and
- c] Preserving the existing residential zoning designations in older residential neighborhoods.

## ***Special Housing Needs***

The analysis indicated a need for housing for handicapped, large families and female-headed households. Both these groups face difficulties finding adequate housing. There exist limited and decreasing State and Federal funding sources to meet the housing needs of these groups. Policy considerations include:

- a] Require 5% of new multifamily units be handicapped accessible; and
- b] Utilize the Density Bonus and Inclusionary Housing Programs to provide more Below Market Rate [BMR] units.

## ***Housing Goals, Policies and Implementation Programs***

The Goals, Policies and Implementation Programs of the Housing Element is organized differently than similar sections of the other General Plan Elements. The Policies for each of the three principal housing issue areas: protecting and conserving existing housing; providing additional affordable housing; and accommodating special housing needs, are presented together followed by their respective implementation programs. In many cases, implementation programs carry out more than one policy. In addition, each implementation program contains the following information:

1. A concise statement of the program including specific City actions which will be taken to implement the program;
2. The City department or other agency responsible for implementation;
3. Quantified objectives, where applicable; and
4. Schedule for completion.

The following abbreviations have been used: G= Housing Goal; P= Housing Policy; and IP= Housing Implementation Program.

## ***Housing Goals***

Goal 1: Achieve an adequate supply of safe, decent housing for all economic segments of the community, including the City's Fair Share of Regional Housing Need. Promote throughout Pleasant Hill a mix of housing types responsive to household size, income, age and accessibility needs.

Goal 2: Protect and conserve the existing housing stock where possible and appropriate.

## ***Housing Policies: The City's Role***

P.1 City leadership: Provide active leadership in implementing the policies and programs contained in the Housing Element in a timely manner and monitor progress annually.

P.3 Public Participation: Encourage and support public participation in the formulation and review of the City's housing and development policies.

P.3 Redevelopment Agency: The Redevelopment Agency shall promote the implementation of the policies and goals of the Housing Element where appropriate, through its unique powers.

P.4 Project Review Process: Facilitate priority 'fast-track' processing by shortening the review process where appropriate for affordable, Below Market Rate and special need housing projects.

## ***Policies and Implementation Programs to Protect and Conserve Existing Housing***

### ***Policies***

P.5 Housing Rehabilitation: Pursue available funding for the conservation and rehabilitation of viable older housing to preserve neighborhood character and, where possible, retain a supply of low and moderate-income units.

P.6 Displacement of Residential Units: Discourage the conversion of older residential uses to other uses or higher priced housing, unless there is a finding of clear public benefit and equivalent housing can be provided for those who would be displaced by the proposed conversion.

P.7 House Sharing: Encourage and facilitate house sharing programs.

P.8 Condominium Conversions: Prohibit conversion of existing multiple family residential units to market rate condominiums except for limited equity cooperatives and other innovative housing proposals which are affordable to low and moderate-income households.

P.9 Energy Conservation Improvements: Promote available energy conservation programs which provide assistance for energy conservation improvements.

P.10 Housing Conditions: Enforce the City's building codes in connection with housing rehabilitation programs to maintain the quality of the housing stock.

## Implementation Programs

IP.1 Maintain Existing Residential Zoning: Retain Existing residential zoning and discourage non-residential uses in these zones. [Requires appropriate revisions to the City's Zoning Ordinance.]

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPARTMENT  
FINANCING: CITY FUNDS  
SCHEDULE: REVISION TO ZONING ORDINANCE, APRIL, 1991.

IP.2 Survey of the condition of existing older housing stock to determine the extent of repair and rehabilitation required and the areas where such actions are most needed.

RESP. AGENCY: COMMUNITY DEVELOPMENT AND BUILDING INSPECTION DEPARTMENTS  
FINANCING: CITY FUNDS  
SCHEDULE: REVISION TO ZONING ORDINANCE, APRIL, 1991.

IP.3 Rehabilitation Preservation Program: Participate in the Neighborhood Preservation Program in cooperation with the Contra Costa County Housing Authority [CCCHA] which provides low interest loans for the rehabilitation of homes owned or occupied by low to moderate-income households. City will improve citizen awareness of this rehabilitation loan program by: a] making pamphlets on this program available at City Hall and the public library; b] contact neighborhood groups in older residential areas with this information; and c] increased building code enforcement tied to the availability of rehabilitation loans for specific areas. Funding sources such as the Deferred Payment Rehabilitation Loan Program [DPRLP] as well as Tax Increment Set-Aside funds will be used to implement this program.

RESP. AGENCY: COMMUNITY DEVELOPMENT & BUILDING INSPECTION DEPARTMENTS.  
FINANCING: CITY & STATE FUNDS  
OBJECTIVES: REHABILITATE 50 UNITS @ YEAR FOR 5 YEARS  
SCHEDULING: ONGOING AND APPLY FOR DPR PROGRAM BY APRIL 1991.

IP.4 Condominium Conversions: Enforce existing condominium conversion policy and amend the existing Condominium Conversion Ordinance as a part of the comprehensive revision of the Zoning Ordinance. Consider the following amendments to this ordinance: prohibit such conversions when the vacancy rate in Pleasant Hill falls below 4.5%; exempt limited equity residential cooperatives which provide long term affordability for the units; require relocation assistance when units are converted; require first right of refusal by occupants; and require low and moderate-income units pursuant to the City's Inclusionary Housing Ordinance.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPARTMENT  
FINANCING: CITY  
OBJECTIVES: CONSERVE 35 TO 50 UNITS PER YEAR FOR FIVE YEARS.  
SCHEDULING: COMPLETED WITH THE REVISION OF THE ZONING ORDINANCE APRIL 1990.

IP.5 Capital Improvement Program: The Planning Commission and City Council shall review on an annual basis it's Capital Improvement Program [CIP] to determine what special priorities need to be allocated to those capital improvement projects required to maintain the community's older residential neighborhoods. Review of the CIP shall also include verification that areas needing improvement are scheduled for funding to address these needs at a specific time in the future.

RESP. AGENCY: COMMUNITY DEVELOPMENT AND PUBLIC WORKS DEPARTMENTS.  
FINANCING: CITY  
OBJECTIVES: SPECIFIC IMPROVEMENTS AS OUTLINED IN THE CIP FOR RESIDENTIAL NEIGHBORHOODS.  
SCHEDULING: ANNUALLY AS AN ONGOING PROGRAM.

IP.6 Shared Housing Programs: Contact existing Shared Housing Programs in Contra Costa County to determine whether they would be interested to implement such a program through the City's Senior Center. Apply for a Senior Citizen's Shared Housing Program grant in collaboration with the Senior Center, if appropriate.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT. AND P.H. SENIOR CENTER  
FINANCING: CITY TO INITIATE PROGRAM; NON-PROFIT ORGANIZATION TO IMPLEMENT SUCH A PROGRAM.  
OBJECTIVES: TO MATCH SENIOR CITIZENS LIVING ALONE IN SINGLE FAMILY HOMES WITH OTHERS SEEKING HOUSING.  
SCHEDULING: START PROGRAM: SEPT.1992.

# **Policies and Implementation Programs to Promote Additional Housing and Affordable Housing**

## **Policies**

P.11 Pursue Available Funding Sources: Pursue county, state and federal program and funding sources that provide housing opportunities for low and moderate-income households.

P.12 Create Below Market Rate Units: Require developers of residential developments of five [5] or more units to a] provide between 10 and 15% of their units at below market rents or prices; b] contribute in-lieu fees of comparable value; or c] propose alternative measures so that the equivalent of 10% to 15% of their units will be available to and affordable by households of low and moderate-income.

P.13 Density Bonus Incentives: Provide density bonuses to projects which provide more than 15% of total units affordable to low and moderate-income households and for units meeting the special housing needs identified in this Element.

P.14 Resale and Rental Controls on BMR Units: Require resale and rental controls on Below Market Rate [BMR] units provided through the Inclusionary Housing Ordinance or through public assistance.

P.15 Mixed Use: Encourage the development of residential uses in existing commercial areas where the viability of the commercial activities would not be adversely affected.

P.16 Limited Equity Cooperatives: Encourage limited equity residential cooperatives and other non-profit enterprises such as sweat-equity projects designed to provide affordable housing.

P.17 Large Scale Commercial & Office Projects: Consider impacts on housing demand in the Environmental Review process of large-scale commercial and office projects.

P.18 Regional Housing Needs: Additional housing will be encouraged in the Mixed Use areas to meet the City's Regional Housing Need Allocations.

## **Implementation Programs**

IP.7 Establish an Inclusionary Housing Ordinance requiring developers of residential projects of 5 or more units to: a] provide between 10% and 15% of their units at below-market -rents or prices; b] contribute in-lieu fees; or c] provide alternative measures so that the equivalent of 10 to 15% of their units will be available to and affordable by households of low and moderate-income. An Ordinance implementing this policy, titled an Inclusionary Housing Ordinance, shall set out income guidelines, household unit size guidelines, and purchase price and rent levels, as well as equitable means for developers to provide rental and ownership units. All the options a] through c] above shall be structured so that they are of equivalent economic value. The units designated as below market rate shall be deed restricted to ensure continued affordability of these units for a minimum period of thirty [30] years. Consider including the following performance criteria for inclusionary units: the exterior appearance of the inclusionary units shall not be different than other units in the housing development of which they are a part; and inclusionary units shall be dispersed or distributed throughout the development rather than being concentrated in one portion of the development.

RESP. AGENCY:	COMMUNITY DEVELOPMENT DEPT.
FINANCING:	CITY AND DEVELOPERS OF RESIDENTIAL UNITS
OBJECTIVE:	22 UNITS PER YEAR TO 1994.
SCHEDULING:	COMPLETION OF INCLUSIONARY HOUSING ORDINANCE WITH REVISION OF ZONING ORDINANCE APRIL 1991.

**IP.9 Establish a Housing Fund** from in-lieu fees, under the Inclusionary Housing Ordinance, with contributions from Redevelopment Agency Set-Aside funds and funds collected from private and public sources to implement and/or supplement the City's housing programs. Use of the Housing Fund will be governed by guidelines as set out in the Zoning Ordinance. The possible uses and sources of funds for the Housing Fund are listed below:

- Land acquisition for Below Market Rate [BMR] housing;
- Capital improvements to BMR housing;
- Rehabilitation loans;
- Contribute to funds established for emergency and transitional housing;
- Replacement of waived or reduced City fees for BMR projects;
- Buy-downs on mortgages for purchasers of BMR units;
- Subsidize programs that provide housing units to compensate for low to moderate-income units lost through expiration of Section 8 agreements; and
- Other related implementation actions.

**Funding Sources:**

- In-lieu fees collected through the Inclusionary Housing Ordinance;
- Redevelopment Bonds and Housing Set-Aside funds;
- CDBG Funds; and
- Other City funds.

RESP. AGENCY: COMMUNITY DEVELOPMENT AND FINANCE DEPARTMENTS AND CITY MANAGER  
FINANCING: CITY AND OTHER SOURCES LISTED ABOVE.  
OBJECTIVE: TO PROVIDE THE FINANCIAL MEANS TO IMPLEMENT THE CITY'S HOUSING POLICIES.  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, APRIL 1991.

**IP.10 Density Bonus:** Establish density bonuses for residential projects which have at least 10% Below Market Rate [BMR] units. Density bonuses will vary with the proportion of BMR units provided in a project. A proportion of Below Market Rate [BMR] units shall be suitable for large families in compliance with revisions to State Housing law pursuant to Government Code § 65913.4, 65915, and 65917.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: CONSTRUCTION OF 80 BMR UNITS BY 1995.  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, APRIL 1991.

**IP.11 Density Bonus for Senior Housing:** Permit a maximum density bonus of 45% for senior housing developments provided that at least 10% percent of the dwelling units are provided for low-income and 15% of dwelling units are provided for moderate-income households for a minimum period of thirty years.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: CONSTRUCTION OF 100 SENIOR BMR UNITS BY 1995.  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, APRIL 1991.

**IP.12 Implement Fast-Track Processing** for residential projects which have at least 10% BMR units. Fees for projects with Below Market Rate units may be reduced or waived and specific criteria established in the Inclusionary Housing Ordinance to facilitate securing planning approvals for such projects.

RESP. AGENCY: COMMUNITY PLANNING AND PUBLIC WORKS DEPARTMENTS  
FINANCING: CITY  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, APRIL 1991.

IP.13 Redevelopment Agency: The Redevelopment Agency will continue to use its unique powers to actively encourage the development of affordable housing by providing technical assistance, by issuing bonds, combining parcels, writing down land costs, utilizing housing set aside funds, etc. to reduce the cost of housing. [The Pleasant Hill Redevelopment Agency is currently negotiating Development Agreements with developers to include affordable BMR housing units.]

RESP. AGENCY: PLEASANT HILL REDEVELOPMENT AGENCY  
FINANCING: PLEASANT HILL REDEVELOPMENT AGENCY  
OBJECTIVE: TO OBTAIN AT LEAST 20% OF THE PHRA MULTIFAMILY BUILD-OUT IN BMR UNITS @ 223 UNITS  
SCHEDULING: ONGOING.

IP.14 Use readily available funding methods to encourage additional affordable housing units, through for example, developer agreements, mortgage revenue bonds, Senior Citizens Shared Housing Program, tax-exempt revenue bonds issued by the Redevelopment Agency and the Deferred Payment Rehabilitation Loan Program.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPARTMENT, CITY MANAGER AND PHRA  
FINANCING: MORTGAGE REVENUE BONDS, DEVELOPER FEES, CITY STAFF TIME.  
SCHEDULING: REQUEST FOR PROPOSALS AND APPROPRIATE APPLICATIONS SUBMITTED DURING FISCAL YEAR 1990-91.

IP.15 Maintain adequate staff in the Community Development Department to process and review housing development applications in a timely manner, recognizing that delays in permit processing add to the cost of housing.

RESP. AGENCY: CITY COUNCIL AND CITY MANAGER  
FINANCING: CITY  
SCHEDULING: ONGOING AT ANNUAL BUDGET REVIEW.

IP.16 Enact ordinances allowing additional residential units for senior population, persons aged 55 and over, in specific residential and commercial areas with reduced parking, set-back and other requirements.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO ESTABLISH AT LEAST 100 SENIOR HOUSING UNITS.  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, OCTOBER, 1989.

IP.17 Seek Available Funding: Seek all available State and Federal assistance to develop affordable housing both for seniors, large families and households with children. Although Federal assistance for new construction is unavailable at the present time, the City will take advantage of any funds which may become available in the future

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CFHA RENTAL CONSTRUCTION ASSISTANCE PROGRAM.  
OBJECTIVE: TO FACILITATE THE ESTABLISHMENT OF ADDITIONAL AFFORDABLE UNITS.  
SCHEDULING: APPLICATION FOR FUNDING WITH APPROPRIATE SOURCE[S] TO BE COMPLETED BY 1990..

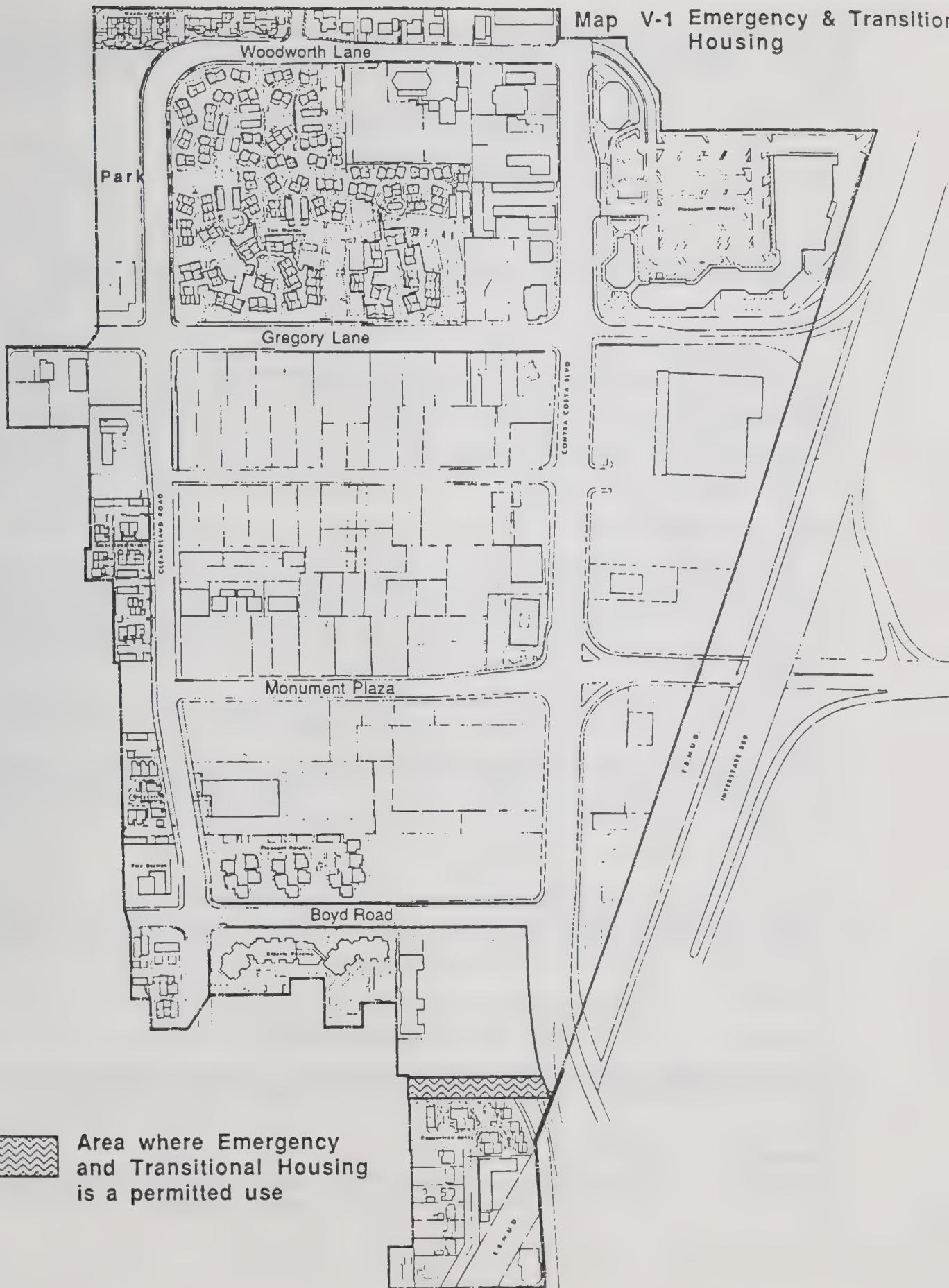
IP.18 Mixed Use: Establish through the Mixed Use Designation, and by permitting housing in Commercial Zoning Districts with Conditional Use Permit approval, based on finding that the viability of existing or planned commercial uses will not be adversely affected, additional housing development. [Requires revisions to the Zoning Ordinance.]

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPARTMENT.  
FINANCING: CITY  
OBJECTIVE: TO FACILITATE THE ESTABLISHMENT OF UP TO 1091 ADDITIONAL MULTIFAMILY HOUSING UNITS..  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, OCTOBER, 1989.

IP.19 Limited Equity Cooperatives: Seek sponsors to utilize State funds to develop a limited equity cooperative [LEC]. Specific City actions to achieve this objective include: assessing the viability and process of establishing a LEC; make such information available at the Community Development Department; and seek cooperation and support for this program with the Contra Costa Housing Authority and non-profit housing organizations in the Bay area such as Bridge; locate potential sites for a LEC.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT. AND CCHA  
FINANCING: CITY  
OBJECTIVE: TO FACILITATE THE ESTABLISHMENT OF ADDITIONAL AFFORDABLE HOUSING UNITS.  
SCHEDULING: START STUDY OF LEC'S, CONTACTS WITH CCHA AND NON-PROFIT HOUSING ORGANIZATIONS, BY SEPTEMBER, 1992.

Map V-1 Emergency & Transition Housing



IP.20 Tax-Exempt Revenue Bonds: Developers utilizing tax-exempt revenue bonds shall include language in agreements with the City and/or the Redevelopment Agency to permit persons and households eligible for HUD Section 8 rental assistance or Housing Voucher Holders to apply for below market rate units provided in the development.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT. AND P H REDEVELOPMENT AGENCY  
FINANCING: CITY AND HOUSING DEVELOPERS UTILIZING TAX-EXEMPT REVENUE BONDS.  
OBJECTIVE: TO FACILITATE THE ESTABLISHMENT OF ADDITIONAL AFFORDABLE HOUSING UNITS.  
SCHEDULING: REQUIRE THIS IN AGREEMENTS BY JANUARY 1990.

## ***Policies and Implementation Programs for Special Housing Needs***

### ***Policies***

P.19 Facilitate additional Senior Housing: Senior housing projects may be developed with density bonuses above General Plan densities and with less restrictive parking and setback requirements where found to be consistent with maintaining the character of the surrounding neighborhood.

P-20: Emergency and Transitional Housing: Work with private County, and State Agencies to provide emergency housing for the homeless. Allow emergency and transitional shelter in specific sites within the City as a permitted use.

### ***Implementation Programs***

IP.21 Accessible Units for the Physically Handicapped: Continue to facilitate projects which provide units meeting Federal, State and local requirements. The City will also encourage handicapped accessible market rate housing units in new projects. The Zoning Ordinance shall be revised to require at least 5% of new residential units to be adapted to or built for handicapped persons.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPARTMENT.  
FINANCING: CITY  
OBJECTIVE: TO HAVE 5% OF NEW RESIDENTIAL UNITS BUILT ACCESSIBLE TO HANDICAPPED PERSONS.  
SCHEDULING: COMPLETION WITH REVISION OF ZONING ORDINANCE, APRIL 1991.

IP.22 Maintain ongoing estimates of the demand for emergency housing by consulting with the PH Police Department and the County's Task Force on Homelessness. Cooperate with and support County Agencies and non-profit organizations involved in providing emergency housing.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT., CITY MANAGER  
FINANCING: CITY  
SCHEDULING: ONGOING

IP.23 Emergency and Transitional Housing: Revise the Zoning Ordinance to designate an emergency and transitional housing shelter a permitted use in a specific area within the Downtown redevelopment area indicated in the attached Map V-1.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPARTMENT  
FINANCING: CITY  
OBJECTIVE: TO HAVE A SITE AVAILABLE FOR TRANSITIONAL HOUSING IN COMPLIANCE WITH GOVT. §65583(A)(6).  
SCHEDULING: COMPLETION WITH THE REVISION OF THE CITY'S ZONING ORDINANCE, APRIL 1991.

IP.24 Prepare an annual report to the City Council and Planning Commission will be provided which describes the amount and type of housing activity tied to an updated summary of the City's housing needs.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO FACILITATE AN ANNUAL REVIEW OF THE CITY'S ABILITY TO ACHIEVE ITS HOUSING GOALS.  
SCHEDULING: WITH THE ANNUAL REVIEW OF THE CIP BY THE PLANNING COMMISSION.

IP.25 Prepare the appropriate housing impact and mitigations for employment-generating commercial, office and industrial developments in the Environmental Review process.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO FACILITATE THE CONSIDERATION OF HOUSING NEEDS GENERATED BY NEW DEVELOPMENTS IN THE PREPARATION OF CEQA-RELATED DOCUMENTS.  
SCHEDULING: ONGOING.

IP.26 Equal Housing Opportunity: Facilitate equal housing opportunity by designating the City Manager the City's Equal Opportunity Co-ordinator with responsibility to investigate and deal appropriately with complaints. Information regarding equal housing opportunity laws and the City's Equal Housing Opportunities Co-ordinator shall be prepared and distributed to the public at City Hall.

RESP. AGENCY: CITY MANAGER.  
FINANCING: CITY  
OBJECTIVE: TO FACILITATE THE PUBLIC AWARENESS AND RESOLUTION OF THE EQUAL HOUSING OPPORTUNITY LAWS.  
SCHEDULING: RESOLUTION DESIGNATING EQUAL OPPORTUNITY CO-ORDINATOR AND COMPLETION OF PUBLIC INFORMATION PACKET: FY 1989-90.

IP.27 Conversion of Section 8 Units: Approve an Ordinance requiring a one year notice to residents, the City and the Contra Costa Housing Authority of all conversions of Below Market Rate housing units to market rents.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO INCREASE THE OPPORTUNITY FOR THE CITY AND/OR NON-PROFIT HOUSING ORGANIZATIONS TO CONSERVE THESE BMR UNITS.  
SCHEDULING: WITH THE COMPLETION OF THE REVISIONS TO THE ZONING ORDINANCE; OCTOBER, 1989.

IP.28 Rental Deposit Guarantee and Revolving Loan Fund Programs: Participate in and fund the Rental Deposit Guarantee and Revolving Loan Fund Programs operated by Shelter, Inc. to specifically assist Pleasant Hill residents and to prevent and reduce homelessness.

RESP. AGENCY: CITY COUNCIL.  
FINANCING: CITY  
OBJECTIVE: TO PREVENT INCIDENCE OF HOMELESSNESS AMONG PLEASANT HILL RESIDENTS..  
SCHEDULING: FUNDING BY APRIL 992.

IP.29 Senior Housing: Designate an area or parcel of land suitable for senior housing funded by a HUD 202 Program. Work with developers to facilitate obtaining funding and construction of senior housing on this site.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO FACILITATE THE ESTABLISHMENT OF ADDITIONAL AFFORDABLE SENIOR HOUSING UNITS.  
SCHEDULING: DESIGNATE PARCEL WITH THE COMPLETION OF THE ZONING ORDINANCE, BY APRIL 1990.

IP.30 Update Background Information: Update the background information as soon as the results of the 1990 Census become available.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO UPDATE BACKGROUND INFORMATION OF THE HOUSING ELEMENT  
SCHEDULING: WHEN 1990 CENSUS DATA BECOME AVAILABLE

IP.31 Public Transit Impacts of Housing Development: Refer all housing developments with five or more units to the County Connection to obtain the transit impacts and conditions of approval to improve public transit service.

RESP. AGENCY: COMMUNITY DEVELOPMENT DEPT.  
FINANCING: CITY  
OBJECTIVE: TO IMPROVE PUBLIC TRANSIT  
SCHEDULING: ONGOING

# Chapter VI: Open Space, Parks and Conservation Element

## Purpose

The Open Space, Parks and Conservation Element of the General Plan is concerned with the identification, preservation and management of natural resources and open space areas. Although the Open Space and Conservation Elements are defined as separate elements by the State, considerable overlap exists between these two elements. This General Plan combines Conservation and Open Space into one element entitled the Open Space, Parks and Conservation Element, which also includes sections dealing with recreation and parks, and scenic routes.

The legal requirements for the Conservation and the Open Space Elements are defined in Sections 65302(d) and 65560 respectively of the Government Code. Open Space land is defined in the statutes as “any area of land or water which is essentially unimproved and devoted to open space use and which is designated on a local, regional, or state open space plan as open space for the preservation of natural resources, the managed production of resources, outdoor recreation, or for public health and safety”.

There are nine mandatory issues which must be addressed by the Conservation Element: water and its hydraulic force; forests; soils; rivers and other waters; harbors; fisheries; wildlife; minerals and other natural resources. Since Pleasant Hill is nearly built-out with very little remaining undeveloped land, has no forests or mineral resources and is not located on a body of water, there are only a few, but nonetheless significant issues, addressed in this element.

The Open Space, Parks and Conservation Element emphasizes the preservation of biological resources, particularly in areas bordering watercourses, and continues the City's tradition of having a generous and well-distributed system of parks, open spaces and trails. In addition, this element contains policies and implementation programs that reflect and strengthen those of the County and neighboring cities relating to the enhancement of the regional parks and trails system, recycling and solid waste, and scenic routes.

There are two sections to the Open Space, Parks and Conservation Element. Section 1 deals with biological resources, streams and creeks, open space and parks, solid waste and recycling, and energy conservation. Section 2 contains policies and programs regarding scenic routes. Policies and programs to preserve air quality are contained in a separate Air Quality Element.

## Existing and Future Conditions

### Open Space and Parks

Open Space, which is largely unimproved land, is concentrated in the developing northwestern and western perimeter of Pleasant Hill. Preservation of open space land serves several functions:

- preserves natural resources such as stream beds or other waterways, plant communities and animal habitat;
- provides passive recreational opportunities in areas with scenic and/or interesting natural environments, or provides facilities for limited types of active recreation such as jogging and equestrian trails;
- provides a visual buffer between developed areas;
- facilitates a distinctive community identity; and
- limits development in areas with hazardous conditions such as unstable soils and steep hillsides.

Pleasant Hill is fortunate to have 365.2 acres of open space, parkland and trails which are listed in *Table 1*. It is important to note, however, that only 60.4 acres of this total are parkland, which is defined as an improved area that has been landscaped and has facilities such as playing fields, lights, and/or recreation buildings owned either by the City or the Pleasant Hill Recreation and Park District.

This Plan has adopted a standard of 3 acres of developed parkland per 1,000 residents pursuant to the Quimby Act, Gov't. Code § 66477 (a) - (f). Under the Quimby Act, cities may, by ordinance, require the dedication of land and/or impose a requirement for payment of an in-lieu fee for acquiring and developing parkland. With a population of 30,672 persons as of 1/1/88, the City has a current ratio of 1.96 acres of parkland per 1,000 persons. Under the Quimby Act, the City may continue to acquire parkland dedications and/or in-lieu fees until a ratio of 3 acres of parkland per 1,000 residents is reached.

Although the City collects dedications of land and park-in-lieu fees pursuant to the Quimby Act, these are subsequently turned over to the Pleasant Hill Recreation and Park District, the public agency which owns, maintains and develops the City's parklands, open space areas and recreation programs. The District recently completed a Master Plan which both incorporates and expands upon the goals, policies and implementation programs contained in this Element. The Master Plan calls for an expanded trails system, improvement of existing facilities and acquisition of additional open space. It is available as a background report to the General Plan. The collection, budgeting and expenditure of Parkland Dedication Fees is coordinated by the Parkland Dedication Fund Advisory Committee, consisting of two members of City Council and two members of the Recreation and Park District's elected Board of Directors.

TABLE 1 : OPEN SPACE AND PARKS IN PLEASANT HILL

Neighborhood & Community Parks	Size [Acres]	Recreation Facilities
Brookwood	6.3	Playground, Jogging Trails
Chilpancingo	2.5	Picnic Area
Pleasant Hill	16.5	Softball, Pool, Exercise Area
Las Juntas	6.5	Hiking, Jogging Trails
Paso Nogal	6.3	Trails, Picnic Area
Frank Salfingere	8.6	Community Center
Shannon Hills	2.1	Natural Area
Schoolhouse	1.9	Historic/Cultural Center
Rodger's Ranch	2.1	Historic Site/Cultural Center
Shadowood	2.6	Playground/Picnic Area
Rodger/Smith	4.5	Softball Fields/Barbecue/Picnic Area
Pinewood	0.5	Playground
<b>Subtotal</b>	<b>60.4</b>	
<b>Open Space</b>		
Dinosaur	13.6	
Diablo Estates	4.0	
Ridgeview	65.0	
Paso Nogal	56.7	
Valley High	27.7	
Grayson Creek	2.0	
Woodside Hills	34.7	
<b>Subtotal</b>	<b>203.7</b>	
<b>Public School Facilities</b>		
College Park High School	8.0	Sports Fields/Gymnasium/Track
Pleasant Oaks Adult Center	41.0	Playground/Sports Field/Gym/Pool
Valley View Middle	5.5	Sports Fields
Valhalla Elementary	5.5	Sports Fields
Strandwood Elementary	4.5	Sports Fields
Gregory Gardens	4.0	Sports Fields
Fair Oaks Elementary	4.0	Sports Fields, Play Area
Pleasant Hill Elementary	6.0	Sports Fields
Sequoia	7.0	Sports Fields
<b>Subtotal</b>	<b>95.5</b>	
<b>Trails</b>		
Grayson Creek	1.5	
Contra Costa Trail	4.1	[portion of trail in Pleasant Hill]
<b>Subtotal</b>	<b>5.6</b>	
<b>TOTAL</b>	<b>365.2 acres</b>	

SOURCE: PLEASANT HILL RECREATION AND PARK DISTRICT



## City of Pleasant Hill

**MAP VI-1**

## Open Space, Parks and Trails

**IDENTIFICATION KEY:**

1	SHADOWOOD PARK
2	GRAYSON CREEK VISTA POINT OPEN SPACE AREA
3	CHILPANCINGO PARK
4	DIABLO ESTATES OPEN SPACE AREA
5	VALLEY HIGH OPEN SPACE AREA
6	RIDGEVIEW PARK & OPEN SPACE AREA
7	PASO NOGAL PARK & OPEN SPACE AREA
8	VALHALLA ELEMENTARY SCHOOL
9	CHILPANCINGO VISTA APARTMENTS
10	PACHECO ELEMENTARY SCHOOL
11	COLLEGE PARK HIGH SCHOOL
12	VALLEY VIEW INTERMEDIATE SCHOOL
13	COMMUNITY CENTER FRANK SALFINGER PARK/ PARK MAINTENANCE FACILITY
14	GREGORY GARDENS ELEMENTARY SCHOOL
15	LAS JUNTAS PARK
16	SHANNON HILL PARK
17	PINEWOOD PARK & STRANDWOOD ELEMENTARY
18	PLEASANT HILL PARK
19	SEQUOIA EAST/WEST
20	RODGERS-SMITH PARK
21	ADOBÉ HOUSE HISTORICAL SITE
22	RODGERS RANCH HISTORICAL SITE
23	BROOKWOOD PARK
24	DINOSAUR OPEN SPACE AREA
25	SCHOOL HOUSE HISTORICAL/CULTURAL CENTER
26	PLEASANT HILL ELEMENTARY SCHOOL
27	PLEASANT OAKS PLAT FIELDS
28	ADULT SCHOOL
29	FLOOD CONTROL BASIN
30	MONUMENT/CLEVELAND PARK
31	PAIR OAKS ELEMENTARY SCHOOL
32	BRIONES REGIONAL PARK CONNECTION
33	HOOKS HOUSE HISTORICAL SITE
34	BERWICK-VESSING HOUSE HISTORICAL SITE
35	EXISTING PARKLAND
36	DISTRICT OWNED OPEN SPACE
37	SCHOOL FACILITIES SHARED WITH PARK DISTRICT
38	PROSPECTIVE FUTURE PARK SITES
39	HISTORICAL SITES
40	SCENIC VIEWPOINTS
41	PROPOSED GRADE SEPARATIONS
42	EXISTING TRAILS
43	PROPOSED TRAILS
44	EXISTING TRAILS OR BIKEWAYS IN PUBLIC RIGHT-OF-WAYS
45	PROPOSED TRAILS OR BIKEWAYS IN PUBLIC RIGHT-OF-WAYS
46	CONNECTING TRAILS OUTSIDE DISTRICT
47	DISTRICT BOUNDARY
48	MAJOR PLANNING GROUP BOUNDARY
49	SUB PLANNING GROUP BOUNDARY



NORTH

MAP VI-1



A detailed map of Pleasant Hill, California, showing a grid of streets, residential areas, and commercial buildings. The map is overlaid with several large, bold numbers: '1' in the center, '2' in the upper left, '3' in the upper right, and '1c' in the lower left. A compass rose in the bottom left corner indicates 'NORTH'.



## Biological Resources

The remaining natural biological resources within Pleasant Hill are found primarily in and around the Paso Nogal Park and along portions of Grayson Creek and Murderer's Creek which have not been channelized. *Map VI-2* indicates the location of oak woodland, grassland & chaparral, and riparian vegetation areas. One of the primary functions of open space and riparian areas is to maintain the viability and diversity of plant and animal life. A detailed discussion and listing of biological resources is presented in the Conservation Section of the Master Environmental Assessment [MEA].

The list of rare and endangered species typically found in the Pleasant Hill area is based on the California Natural Diversity Database and is presented in *Table 2* below.

**TABLE 2: RARE AND ENDANGERED PLANT AND ANIMAL SPECIES**

Type	Status	Location
Valley Oak Woodland ( <i>Quercus lobata</i> )	rare plant community	Paso Nogal Park
<i>Helianthella castanea</i> (Diablo <i>helianthella</i> )	rare & endangered USFWS* Candidate 2	Plant is found on grassy hillsides and woodlands. Nearest siting northern Lafayette.
Calif. Tiger Salamander ( <i>Ambystoma tigrinum californiense</i> )	USFWS Candidate 2 threatened species	Historically present in PH area in grasslands and oak woodlands. Uses ponds for breeding.

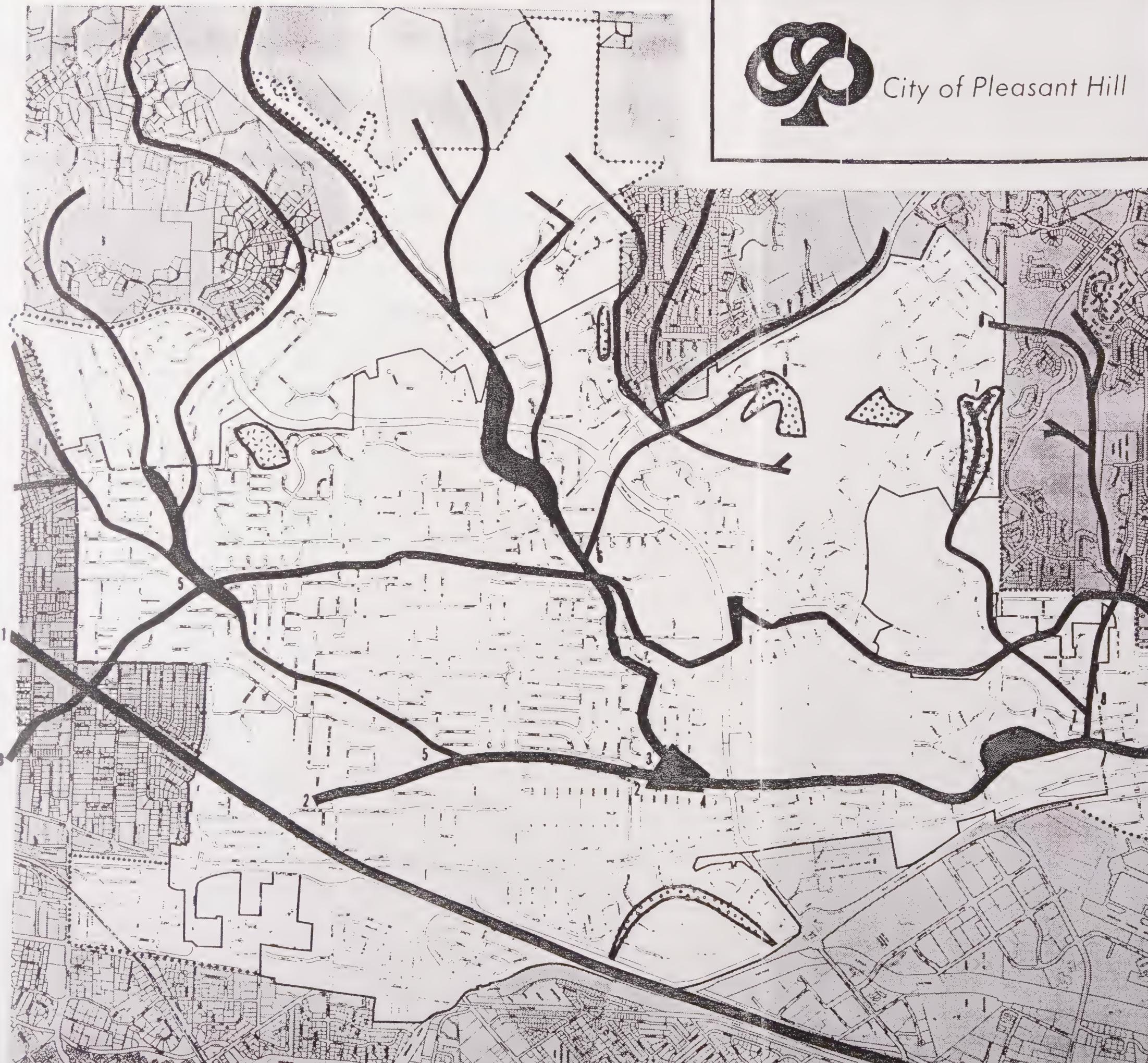
\* [USFWS =U.S. FISH AND WILDLIFE SERVICE]

The City's many trees are one of the community's most valued natural resources. This Element contains policies and programs that consolidate and expand the City's ongoing protection of trees. The City's Heritage Tree Program has been a significant factor in preserving trees which have one or more of the following characteristics:

- historical significance or has taken on an aura of historical appeal;
- mutual dependence on other trees for survival;
- an outstanding specimen of its species; and
- a diameter of at least 16 inches at any point higher than two feet above natural grade.

Additional policies are presented to implement a Street Tree Ordinance, and other measures are included to protect and enhance the City's trees. [Some of these policies and programs are also presented in the Urban Design Standards section of the Land Use Element.]





City of Pleasant Hill

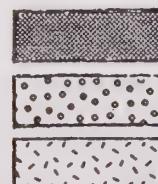
MAP VI-2

## Watercourses and Vegetation

### Watercourses:

1. EBMUD Easement
2. East Fork Grayson Creek
3. West Fork Grayson Creek
4. Grayson Creek
5. Murderer's Creek
6. Mangini Creek
7. Mc Collum Creek
8. Flame Creek
9. Contra Costa Canal

### Vegetation:



Riparian Vegetation

Oak Woodland

Grassland and Chaparral

Source: Adapted from ESA

MAP VI-2



NORTH

PAGE VI-6



# Chapter VII: Air Quality Element

## Purpose

The Air Quality Element is intended to protect the health and welfare of the community by facilitating the development of land use compatible with established State and Federal air quality standards. It is an optional Element of the General Plan [under Govt. Code § 65303] which coordinates the policies and implementation programs of the different Elements of the General Plan with their potential effects on air quality. For example, the amount and type of land uses in the Land Use Element, the number, length, and type of automobile trips, and the location and amount of open space, all have impacts on air quality in Pleasant Hill.

## Existing and Future Conditions

### Local & Meteorological Influences on Air Quality

The amount of air pollution in an area is determined by the amount of pollution emitted to the atmosphere and the characteristics of the local climate that facilitate transport and/or dilution of these pollutants. Pleasant Hill is located within Diablo Valley and pollutants in the air are often trapped in this valley by air inversions. These surface inversions cause air and pollutant emissions to be trapped close to the earth's surface rather than escaping upwards and occur most frequently in the morning from October to February.

### Air Pollutants

The pollutants for which there are established federal and state standards are briefly described below. Federal and State Ambient Air Quality Standards are listed in Table 1.

Suspended Particulates [TSP] are solid and liquid particles of dust, soot, aerosols and other matter which are small enough [most less than 30 microns in diameter] to remain suspended in the air for a long period of time. A portion of the total particulate matter in the air is due to natural sources such as wind blown dust and pollen. Man-made sources include: combustion; motor vehicles; field burning; tire wear; factories; and roads, particularly unpaved roads.

Based on the information from the nearest air quality monitoring station in Concord, federal standards for TSP have not been exceeded in the Diablo Valley over the past five years. The state 24-hour TSP standard, however, has occasionally been exceeded. The largest sources of TSP in Pleasant Hill are demolition, construction activity, vehicular traffic and burning of fields.

Carbon Monoxide [CO] is an odorless, colorless gas that is highly toxic. It is formed by the incomplete combustion of fuels, most commonly generated by automobiles. CO standards have not been exceeded in the Concord station over the previous five years. CO levels in Pleasant Hill are probably no greater than those recorded at the Concord monitoring station on Treat Boulevard, except near heavily travelled intersections and I-680. Carbon Monoxide's health effects are related to its affinity for hemoglobin in blood. At high concentrations CO reduces the amount of oxygen in the blood, causing heart difficulties in people with chronic diseases, reduction of lung capacity and impairment of mental abilities.

Nitrogen Dioxide [NO<sub>2</sub>] is the reddish-brown colored toxic gas observed during periods of heavy air pollution. Nitrogen oxides from man-made sources are formed primarily from high-temperature combustion. The major sources of NO<sub>2</sub> are vehicular, residential and industrial combustion. Other oxides of nitrogen, particularly Nitric Oxide, are converted to Nitrogen Dioxide in the presence of sunshine.

TABLE 1 : FEDERAL AND STATE AMBIENT AIR QUALITY STANDARDS

Pollutant	Averaging Time	National Primary Standard	California Standard
Ozone	1 hour	0.12 ppm	0.10 ppm
Carbon Monoxide	8 hour	9.0 ppm	9.0 ppm
	1 hour	35.0 ppm	20.0 ppm
Nitrogen Dioxide	Annual	0.05 ppm	----
	1 hour	---	0.25 ppm
Sulfur Dioxide	Annual	0.03 ppm	----
	24 hour	0.14 ppm	0.05 ppm
Total Suspended Particulates	Ann. Geo. Mean	75 ug/m3	----
	24 hour	250 ug/m3	----
Suspended Particulate Matter	Ann. Geo Mean	---	30 ug/m3
	24 hour	---	50 ug/m3

PPM= PARTS PER MILLION

UG/M3= MICROGRAM PER CUBIC METER

SOURCE: U. S. ENVIRONMENTAL PROTECTION AGENCY AND THE CALIFORNIA AIR RESOURCES BOARD.

Ozone [O<sub>3</sub>] is the most prevalent of several oxidizing substances formed in the atmosphere. Ozone is not emitted directly into the atmosphere. The creation of Ozone is a result of complex chemical reactions between hydrocarbons and oxides of nitrogen in the presence of sunshine. The major sources of Ozone are oxides of nitrogen and hydrocarbons from combustion sources such as automobiles, industrial processes, and the evaporation of solvents and fuels. Ozone damages lungs, materials such as rubber, and has been shown to cause damage to crops and plants.

Sulfur Dioxide [SO<sub>2</sub>] The main source of SO<sub>2</sub> in the Bay area is the combustion of high-sulfur fuels. It is a colorless gas with a pungent, irritating odor. Sulfur Dioxide damages and irritates lung tissue and accelerates corrosion of materials. Ambient concentration standards for SO<sub>2</sub> are being met throughout the Bay area, and the BAAQMD does not expect these standards to be exceeded in the future.

Hazardous Pollutants. In addition to the above pollutants for which there are ambient air quality standards, there is a second class of regulated pollutants known as hazardous pollutants. These are known to be injurious, even in small quantities, but are relatively uncommon. There are emission limitations for these pollutants rather than ambient air quality standards. The hazardous pollutants regulated by the Bay Area Air Quality Management District [BAAQMD] are asbestos, beryllium, mercury, vinyl chloride, benzene and hydrogen sulfide. Businesses which handle, store or transport these hazardous materials are regulated by the City's Hazardous Materials Storage Permit Ordinance, as described in the Public Safety Element.

### **Existing Regulations and Plans**

Air quality is regulated partly through the attainment of ambient standards [maximum allowable pollutant concentrations] and enforcement of emission limits [maximum allowable rates in pounds/hour, pounds/day, tons/year, etc.] for individual sources. The Federal Clean Air Act, as amended in 1977, required the National Environmental Protection Agency [EPA] to identify a set of national standards for air quality [termed National Ambient Air Quality Standards or NAAQS] that each state was required to attain by 1987.

California has adopted more stringent ambient standards than those of the federal government and has set additional ambient standards for sulfates, hydrogen sulfide, and vinyl chloride. The Clean Air Act also required states to identify areas within their boundaries that were not in attainment of the National Ambient Air Quality Standards and to adopt State Implementation Plans that demonstrate how these standards would be reached.

Other air pollutants have been found to be highly injurious even in small quantities, but since they are relatively uncommon, most have not gone through the process needed to set Ambient Air Quality Standards. Instead, these pollutants are controlled through the National Emissions Standards for Hazardous Air Pollutants [NESHAPS]. In addition to adopting the NESHAPS regulations, California has established a comprehensive state program for the study, identification and control of other toxic and hazardous air contaminants.

The Bay Area Air Quality Plan was adopted in 1982, as required by the Clean Air Act. This plan describes air pollution control strategies necessary for the San Francisco Bay Area to attain the NAAQS by 1987.

Pleasant Hill and all of Contra Costa County has been designated an attainment area, which means that the average level of air pollutants have been consistently lower than the federal and state standards for Nitrogen Dioxide, Sulfur Dioxide and Particulates [TSP]. The County, however, currently does not meet the state standards for Ozone and for Carbon Monoxide. The climate and topography of Pleasant Hill indicates continued problems with Carbon Monoxide pollution will be likely. Increasing traffic volumes and congestion along the I-680 corridor will contribute significantly to local ozone and carbon monoxide air pollution.

Recent improvements to air pollution levels in the past five years were the result of technical improvements which reduced emissions from vehicles and from stationary sources. The potential for future significant improvements to air quality from such 'technical fixes' will be limited and will occur with increasing costs. Consequently, the importance of both local and regional planning actions to reduce traffic volume and congestion will be essential to improving air quality.

The Bay Area Air Quality Management District is the local agency empowered to regulate air quality through its permitting and planning functions. New developments must be consistent with the strategies of BAAQMD for reducing levels of Carbon Monoxide and Ozone and for maintaining other federal air quality standards. The policies and programs contained in this Element are consistent with the strategies of the BAAQMD.

### ***Existing Air Pollutant Sources***

No major emitting [stationary source] facilities are located within the Pleasant Hill planning area. The principal sources of air pollutants include motor vehicle traffic on local roads and highways and aircraft operations at Buchanan Field.

Located close to City boundaries, however, are several significant sources of air pollution which impact air quality in Pleasant Hill. The Bay Area Air Quality Management District's [BAAQMD] Emissions Inventory Summary Report [August, 1987] lists eight major emitting sources in Martinez and one in Concord: Shell Oil; Tosco Corporation; Stauffer Chemical; Trumbull Asphalt; Lion Oil Corporation; IT Corporation; Contra Costa Sanitary District; and PG & E's stand-by plant in Concord. PG & E's Martinez power plant is not currently operating. Based on the average daily emissions estimates presented in the Emissions Inventory Summary Report, the Shell Oil Company and Tosco Corporation are the two major stationary source emitters. Oil refining at the Tosco facility occurs about two miles north of State Route 4, the northern boundary of the Pleasant Hill planning area. Oil refining at the Shell Oil facility occurs about three miles northwest of the City's planning boundary. The emissions from Shell Oil and Tosco Corporation together constitute approximately 95% of the Carbon Monoxide, 97% of the total organic compounds, 99% of the Nitrogen Oxides and 99% of the Sulphur Dioxides emissions associated with the major emitting facilities in Martinez and Concord.

*Table 2* compares emissions from eight major facilities in Concord and Martinez with the total Contra Costa emission in 1983. This table illustrates the significance of the above-mentioned sources of pollutants in the context of entire Contra Contra County.

TABLE 2 : COMPARISON OF EMISSIONS OF MAJOR EMITTING FACILITIES IN CONTRA COSTA COUNTY WITH COUNTY EMISSION TOTALS, 1983

<u>Pollutant</u>	Emissions [tons/day*]		
	<u>Major Emitting Facilities</u>	<u>Contra Costa County</u> <u>[CCCC]</u>	<u>% Facilities of CCC</u>
Carbon Monoxide	3.8	406	0.94
Organic Compounds	13.1	352	3.7
Nitrogen Oxides	20.8	124	17
Sulphur Dioxide	28.6	53.1	54
Particulate [TSP]	2.7	95.0	2.8

\* EMISSIONS ARE FROM BAAQMD EMISSIONS INVENTORY SUMMARY REPORT [AUGUST 1987].

The Bay Area Air Quality Management District [BAAQMD] operates a regional air quality monitoring network that provides information on average concentrations of pollutants for which state or federal agencies have established air quality standards. *Table 3* presents a five year summary of monitoring major pollutants collected at BAAQMD's Concord Station located, approximately one mile from the boundary of Pleasant Hill. The air pollutant concentrations measured at this monitoring station are compared in *Table 3* with the corresponding state or federal ambient air quality standards, whichever of the two is most stringent. Based on BAAQMD's pollutant contour maps, the data from the Concord monitoring station appear to be representative of air quality throughout the Diablo Valley, including all of Pleasant Hill. The number of times per year that air quality standards have been exceeded has declined since 1982 for all types of pollutants.

The increased use of wood-burning stoves will have an effect on air quality in Pleasant Hill. Although the significance of all emissions from residential woodstoves is not known, they produce 100% more of the two key pollutants, Carbon Monoxide and TSP than conventional fuels. Since the use of woodstoves coincides with winter months when stagnant air conditions are most prevalent, it could represent a substantial source of Carbon Monoxide and TSP in Pleasant Hill. In addition, woodstove emissions contain polycyclic aromatic hydrocarbons, some of which are currently being studied for their potentially toxic effects. Requiring the use of woodstoves with the latest pollution abatement features for new construction and replacement units would be an important way to improve air quality.

TABLE 3 : CONCORD AIR MONITORING STATION AIR POLLUTANT SUMMARY, 1982-1986

Pollutant	Standard	1982	1983	1984	1985	1986
Ozone [O3: Oxidant]						
Highest 1 hr. av. ppm/a/	0.10/b/	0.13	0.15	0.14	0.15	0.12
Number of Standard excesses	12	16	15	10	5	
Carbon Monoxide [CO]						
Highest 1 hr. av. ppm	20/b/	18	13	12	11	10
Number of standard excesses	0	0	0	0	0	
Highest 8 hr. av. ppm	9.0/c/	6.4	5.6	5.9	5.3	5.6
Number of Standard excesses	0	0	0	0	0	
	0.25/b/	0.10	0.13	0.10	0.10	0.11
Nitrogen Dioxide [NO2]						
Number of Standard excesses	0	0	0	0	0	
Sulfur Dioxide [SO2]						
Highest 24 hr. av. ppm	0.05/b,d/	0.01	0.01	0.01	0.03	0.01
Number of Standard excesses	0	0	0	0	0	
Total Suspended Particulate [TSP]						
Highest 24 hr. av. ug/m3/a/	100/b,e,/	111	80	141	131	86
Number of Standard excesses	2	0	2	2	4	
	60/b,e,f/	41	38	46	43	23
Annual Geometric Mean, ug/m3						
Lead						
Highest 30-day av. ug/m3	150/b/	0.55	0.34	0.43	0.22	0.14
Number of Standard excesses	0	0	0	0	0	

/a/ ppm: parts per million; ug/m<sup>3</sup>: micrograms per cubic meter.

/b/ State Standard, not to be exceeded or exceeded.

/c/ Federal Standard, not to be exceeded more than once per year.

/d/ Standard excess concurrent with standard excess of State 1-hour ozone standard or State 24-hr. TSP Standard.

/e/ The California Air Resources Board [ARB] has redefined this Standard to apply to 'inhalable' particles only [i.e., those less than 10 microns in diameter, PM10]. The new 24-hr. standard is 50 ug/m<sup>3</sup> and the new annual geometric mean is 30 ug/m<sup>3</sup>. Data on the particle size distribution of the TSP sampled at the Concord monitoring station was not available until 1986. According to the ARB, however, the new standards are 'reasonably equivalent' to the old standards shown in the above table. The values shown for 1986 represent PM10 measurements and are compared with the revised standard.

/f/ Measured every six days.

Underlined values represent exceedances of applicable standards.

SOURCE: CALIFORNIA ARB: AIR QUALITY DATA SUMMARIES, 1982-1986.

## **Sensitive Receptors**

The Bay Area Air Quality Management District defines sensitive receptors as those facilities most likely to be used by the elderly, children, the infirm, or persons with a particular sensitivity to air pollutants. Examples are hospitals, schools, and convalescent homes.

Residential districts are particularly sensitive to air pollutants since the home is where exposure to potential pollutants occur over a sustained period of time. The elderly and children are the most sensitive to the effects of air pollution. Industrial and commercial districts are less sensitive to poor air quality because exposure periods are typically shorter and workers in these districts are, in general, the most healthy segment of the population. Recreational uses are moderately sensitive to air pollution since the vigorous exercise associated with recreation places a high demand on respiratory functions which air pollution can impair, despite the relatively short exposure time.

The land use pattern in Pleasant Hill has developed in a manner which partially limits the effects of air pollution. The majority of residential areas in Pleasant Hill, as well as sensitive receptors such as schools and parks, are located at a distance from the I-680 corridor and major arterials, which generate most of the local air pollution. The majority of commercial/retail and industrial land is located adjacent to the I-680 freeway. Although this pattern of land use should be encouraged and has alleviated to date some of the impacts of air pollution, citywide and long-term improvements to air quality will require concerted and coordinated action on a local and regional level.

## **Goal**

Goal 1: Protect and improve air quality in the Pleasant Hill planning area.

## ***Policies and Implementation Programs to Improve Air Quality***

The following goals, policies and programs are intended to co-ordinate the City's land use planning with their potential effects on air quality. Where policies contained in other elements of the General Plan have an air quality impact, they are listed and briefly described. For example, policies contained in the Transportation Element such as promoting infill development, higher density uses near transit, mixed use in the Downtown, and a Transportation Systems Management [TSM] program reduce the number and length of vehicle trips and consequently vehicle emissions.

### ***Policies and Programs***

P.1: Adhere to State and Federal air quality standards, whichever is more stringent, for local emitters of air pollutants.

Program 1.1: Request that BAAQMD monitor fireplace and wood-burning stove emissions when air quality at the Concord Station drops below ambient air quality standards.

Responsibility: Community Development Department

**P.2 Project Review:** Review proposed projects for their potential to impact air quality conditions.

Program 2.1: Include air quality as a factor in the City's environmental review procedures.

Responsibility: Community Development Department

Program 2.2: Require projects which generate high levels of air pollutants such as manufacturing facilities, hazardous waste handling operations, and drive- in establishments, to incorporate air quality mitigations, which may include ongoing on-site monitoring of air pollutant levels.

Responsibility: Community Development Department

Program 2.3: Include the Fire Department in staff reviews of proposed land uses which would handle, store or transport any potential air pollutant sources such as, but not limited to: lead; mercury; vinyl; chloride; benzene; asbestos; beryllium; benzene; and all fuels.

Responsibility: Community Development Department

Program 2.4: Continue to require a dust emissions control plan for construction that includes regular watering during earthmoving operations or excavation and covering stockpiles or exposed earth or soil.

Responsibility: Public Works and Building Inspection Departments

**P.3 Separate air pollution sensitive land uses from sources of air pollution.**

Program 3.1: Require air pollution point sources such as manufacturing or handling of air pollutants to locate at a sufficient distance from residential areas and require sensitive receptors to significantly reduce air quality impacts of such land uses.

Responsibility: Community Development Department

Program 3.2: Include buffer zones within residential and sensitive receptor site plans to separate those uses from freeways, arterials, point sources and hazardous materials locations.

Responsibility: Community Development Department

**P.4 Coordinate air quality planning efforts with other local, regional and state agencies.**

Program 4.1: Incorporate the provisions of ABAG's Bay Area Air Quality Plan and BAAQMD's Air Quality and Urban Development Guidelines into the City's planning and project review procedures.

Responsibility: Community Development Department

Program 4.2: Notify local and regional jurisdictions of proposed projects which may affect regional air quality.

Responsibility: Community Development Department

Program 4.3: Cooperate with BAAQMD and the California Air Resources Board to enforce the provisions of the Clean Air Act, State and Regional Policies and their established standards for air quality.

Responsibility: Community Development Department

Program 4.4: Cooperate with Contra Costa County to ensure that the air quality impacts of Buchanan Field Airport are thoroughly documented and monitored on an ongoing basis, including the cumulative impacts on air quality of proposed operations. Request that appropriate mitigating measures are implemented to maintain established air quality standards.

Responsibility: Community Development Department

P.5 Co-operate with the Bay Area Air Quality Management Board's Air Quality Permit process.

Program 5.1: Require an Air Quality Permit for all uses and businesses which are determined by the Director of Community Development to have a significant potential impact on air quality. Air Quality Permits shall be required prior to the installation of new or modification of existing equipment; when equipment is transferred from one location to another; or, when change of ownership occurs.

**Responsibility:** Community Development Department

**TABLE 4: AIR QUALITY RELATED POLICIES CONTAINED IN OTHER ELEMENTS**

General Plan Element	Policy
Land Use	<p>Provide each major neighborhood in PH with neighborhood recreation facilities</p> <p>Convenience shopping facilities in proximity to residential areas shall be encouraged.</p> <p>Land Use Map: Locate Mixed Use and Multifamily residential uses in the Downtown, near existing transportation corridors.</p> <p>Land Use Map: Locates parkland and trails away from major arterials in residential areas.</p> <p>Urban Design Standards: Encourage pedestrian oriented downtown; require setbacks from roadways; parking areas to rear; reduction of driveway cuts onto arterials.</p>
Transportation	<p>Discourage through-traffic from entering and using local streets.</p> <p>Enforce TSM Ordinance and Congestion Management Plan</p> <p>Locate high density land uses near transit facilities.</p> <p>Maintain and expand the City's bicycle trails system.</p> <p>Support public transit through the County Connection and flexvan service for off-arterial service</p>
Housing	<p>Promote low income housing</p> <p>Rehabilitate existing housing stock</p> <p>Meet regional housing goals</p>

# Chapter VIII: Community Health and Safety Element

## Purpose

This chapter combines two state mandated elements. The first section contains the Public Health and Safety Element [Government Code § 65302(g)]. The second section contains the Noise Element covered by the Noise Element Guidelines of the Government Code [§ 65302(d)].

The Public Health and Safety section of this element is intended for the protection of the community from unreasonable risks associated with the effects of earthquakes; landslides; slope instability; subsidence and other known geologic hazards; flooding; wildland and urban fires; and building collapse. This element is required to include a mapping of known seismic and other geologic hazards and also to address other locally relevant safety issues such as:

- hazardous materials spills;
- hazardous and toxic materials storage and disposal;
- flooding, storm drainage; and
- potable water quality.

A second purpose of this element is to guide land use planning and policy decisions to reduce the safety risks and achieve an acceptable level of public protection from known natural and man-made hazardous events.

The Noise section identifies and evaluates the community noise problems. Noise is generally defined as an unwanted sound. Extended and repeated exposure to noise has been documented to have a detrimental impact on health. The physical effects of prolonged exposure of noise may include hearing loss, tension, fatigue and anxiety. State law requires that a noise element consider noise generated from a number of different sources including highways, local streets, rapid transit systems, airports, and industrial operations. In brief, the Noise section contains:

- a mapping of the existing noise environment using CNEL [Community Noise Equivalent Level] contours;
- standards for indoor and outdoor noise exposure; and
- policies and implementation programs to mitigate the major noise problems, both in the present and in the foreseeable future.

## Existing and Future Conditions

### Geology of the Planning Area

The City of Pleasant Hill includes two major geologic features, the Diablo Valley on the east and the Briones Hills on the west. Most of the City lies within the southern quarter of the Diablo Valley, a tectonic depression underlain by a series of folded sedimentary formations and faults which generally run in a north-south direction.

The flat areas of the City are underlain by alluvium soils, composed of eroded sediment deposited in streams and creekbeds and on flat plains during recent geological time. The process of erosion continues to the present, removing surface materials from the hills and depositing them in the Diablo Valley, primarily in stream channels. The depth of alluvium layers below Pleasant Hill ranges up to a depth of 150 feet.

The second major geological feature is the bedrock of the Briones Hills in the northern and western portions of the Pleasant Hill Planning Area. The Briones formation is mostly comprised of fine-grained to coarse-grained sandstones with some shale, siltstone conglomerate and limestone. The Briones Hills show evidence of past faulting, and contain poorly consolidated sediments and clays which present potential hazards such as landsliding and slumping in steep areas and significant soils expansion/contraction during alternate wet/dry seasons.

## **Seismic Hazards**

### **a] Fault Systems**

Pleasant Hill is located in a seismically active region. Most earthquake activity occurs along fault lines, fractures in the earth's crust along which the rocks on opposite sides move relative to each other. Major fault systems in the area include the San Andreas, Franklin, Hayward, Calaveras, and Concord fault zones. Fault zones in the Bay Area generally do not contain only isolated, individual faults, but a network of faults. An earthquake within one fault zone may trigger movement along other faults within the fault zone or within other, interconnected fault zones. There have been a number of earthquakes in recent geologic time which have resulted in damage to the Pleasant Hill Planning Area, most recently from the Concord fault system.

There are three active fault zones which could affect the City's Planning Area. The potentially most significant is the Concord fault zone which passes through Buchanan Field Airport and downtown Concord approximately one mile east of Pleasant Hill. The other two fault zones, San Andreas and Hayward, are further away, but movement along either could trigger ground shaking in Pleasant Hill.

These three fault systems are within Alquist-Priolo geologic hazard zones which were established by the California Division of Mines and Geology to protect the public from seismic hazards by preventing the construction of buildings on active fault traces. *Map VIII-1* indicates the location of the Alquist-Priolo Geologic Hazard Zone associated with the Concord Fault and other nearby fault zones.

The City of Pleasant Hill is underlain by several faults which are considered inactive. A portion of the Calaveras fault zone, known as the Calaveras Crush Zone, passes beneath the southwestern portion of the City. The presence of this fault zone is indicated by topographic features northwest of the Pleasant Hill Elementary School. Although the faults in this zone are considered inactive, their exact location has not been mapped. The portion of this fault zone south of the City of Dublin is considered active. Another inactive fault system not yet accurately mapped is the Pacheco or Vine Hill fault located in the Pacheco Area.

### **b] Ground Rupture**

Although the dramatic effects of ground rupture during earthquakes are highly localized and generally occur within fault zones, ground shaking triggered by earthquakes could affect the entire Pleasant Hill area. The severity of ground shaking would depend on the magnitude and duration of the earthquake, as well as the distance of the earthquake epicenter from the site and local ground conditions.

### **c] Fault Creep**

A less dramatic, but potential hazard in the Pleasant Hill area is fault creep. This is a very slow movement along faults not accompanied by perceptible earthquakes. Fault creep occurs along fault zones and can result in cracked building foundations, concrete and pavement, as well as the displacement of entire structures. Within the Pleasant Hill area, this phenomenon could be significant along the Concord Fault Zone indicated by the Fault Rupture Zone in *Map VIII-1*. Some potential for fault creep also exists west of Contra Costa Boulevard along the Calaveras Crush Zone and Vine Hill Fault.

The potential damage from earthquakes has been mapped by ABAG, utilizing information on faults, geology and damage from previous earthquakes. *Map VIII-2* relates the highest potential earthquake intensity appearing in the Pleasant Hill area to the anticipated damage to the wood-frame buildings typically found in this area. The area most susceptible to earthquake damage will be in Pacheco, particularly affecting mobile homes located there. Generally the ABAG study indicates that minimal damage to single-story wood-frame buildings can be expected over most of the planning area.

### **d] Liquefaction**

Strong seismic shaking is the major cause of liquefaction which can turn certain granular soils into a kind of quicksand. Subsoils most susceptible to liquefaction are clean, well-sorted layers of silt or sand. The resulting loss of strength results in buildings sinking or floating on an unstable layer of underlying earth. The Master Environmental Assessment (MEA) indicated a negligible liquefaction potential in Pleasant Hill.

### **e] Seiches and Dam Failures**

Seiches are earthquake induced water waves in a confined body of water caused by the periodic oscillation of the water in response to ground shaking. There are no bodies of water large enough in Pleasant Hill to be affected by a seiche. Dam failures can be the result of a seiche or the failure of large masses of earth that break loose as a result of an earthquake. There are no large dams located in Pleasant Hill which could affect the City. Minor inundation, however, could occur from the failure of either the Lafayette Dam or the Walnut Creek Clearwater Dam resulting in damage to property in Pleasant Hill.

In addition to large dams, the City has several water utility storage tanks which are considered minimal risks. Nonetheless, there is potential for injury and property loss in areas located in close proximity to these tanks should they fail. There is no legislation requiring preparation of inundation maps for these tanks, thus the extent of potential flooding is unknown. The City should require the Water District to prepare inundation maps and drainage plans in case of a seismic event for any new facilities or expansion of existing water storage facilities.

### **f] Landslides**

Landslides are the primary geologic constraint to development in the Pleasant Hill planning area. The landslide potential of an area is a function of the area's hydrology, geology, soils, and seismic characteristics. Clay soils, which underlie most of Pleasant Hill, are particularly susceptible to sliding. Although landslides generally occur in areas with steep slopes, they may occur on slopes of 15% or less in geologically unstable areas.

The potential for seismically induced landslides is high in some hillside areas, particularly if an earthquake follows a heavy rain which has saturated the land. *Map VIII-3* indicates the known landslide potential areas. Other areas, particularly on hillsides and/or areas with unstable soils, may also have landslide potential.

Since there exist zones of moderate to high landslide potential in Pleasant Hill, soils tests carried out by a registered soils engineer or geologist are essential wherever landslide potential is indicated or suspected. Foundations for structures built in areas with steep slopes in excess of 15% must be carefully engineered to avoid increasing landslide risk. Recent revisions to the City's Hillside PUD and Grading Ordinances will require soils tests, engineered foundations, reduced grading, revegetation and other measures to decrease the potential risk of landslides.

## Watercourses: Streams, Creeks and the Contra Costa Canal

Pleasant Hill is traversed by several creeks and streams. Many watercourses and the Contra Costa Canal have been developed into a network of channels and drainage conduits as depicted in *Map VI-2: Watercourses and Vegetation*. Most of these watercourses transport runoff during the winter rainy season into Grayson Creek, Murderer's Creek and Walnut Creek and ultimately to Suisun Bay. The creeks and streams in the region have been extensively channelized, placed in culverts and conduits. Although this has reduced flooding and property damage, alteration of the natural channels has reduced the diverse riparian habitat. The Contra Costa Canal which traverses the City carries potable water supplies. Consequently, particular attention is required to prevent surface runoff and sediments from entering the canal.

Alternate stormwater management techniques are available, such as the floodplain and detention basins. Another technique is the use of slope protection devices which stabilize banks and bypass channels, either lessening or eliminating completely the need for building additional concrete-lined stream channels. These devices reduce public costs and provide a more diverse and attractive environment.

While no major industries in Pleasant Hill degrade water quality in the City's streams, two sources of pollution impact local watercourses:

- a) surface runoff, which contains nitrates and other agricultural chemicals from lawns and adjacent agricultural areas and hydrocarbons and petrochemicals from parking lots and roadways; and
- b) loose sediments washed down hillsides and streamcourses during storms. The topography, geology and soils of the Pleasant Hill area are naturally susceptible to erosion and sedimentation processes. Erosion and siltation problems may be increased significantly during construction.

Erosion control during grading is required by the City. Prior review and approval is required of grading plans by the Public Works and Planning Directors. Grading is supervised by the Building Inspection Division. Additional programs are contained in this Element to further protect and enhance streams and creeks and the Contra Costa Canal. Protecting the water quality in the Contra Costa Canal is of particular importance since it supplies water to the Martinez Water Reservoir where it is treated and distributed for domestic use. Storm water drainage and the wastes associated with surface runoff must be reduced to maintain the quality of this potable water system.

## Soils

The Soil Survey for Contra Costa County prepared by the U. S. Soil Conservation Service indicates that much of Pleasant Hill is underlain by expansive soils which are subject to shrinking and swelling. Expansive soils contain clays which expand when wet and contract when dry, and consequently present a number of constraints to development. These soils may erode easily and are susceptible to very slow downslope movement called 'creep'. On-site soils tests carried out by a registered Soils Engineer or Geologist should be conducted prior to any development in Pleasant Hill to determine the shrink/swell potential and the appropriate treatment or removal of soils. Areas with soils having a high shrink/swell characteristics and with a high potential for landslides are presented in the Safety Element.

More detailed discussion of the soils characteristics of Pleasant Hill is contained in Chapter G of the Master Environmental Assessment. The Safety Element presents information and policies relating to landslides, seismic, flood, fire and other potential public safety hazards.

## **Recycling of Solid Waste**

At present there is a recycling program for household solid waste in Pleasant Hill. The disposal of solid waste has become a major land use issue for California cities and counties. There is a shortage of landfill sites to accommodate the increasing volume of household and industrial wastes. Much solid waste such as newspaper and glass can be profitably recycled with the added benefit of reducing the consumption of energy and natural resources. The impact on air quality and human health from energy-to-waste projects has not yet been satisfactorily resolved.

This element recommends a number of actions to facilitate recycling, including a curbside recycling program and requiring new commercial and office developments to provide facilities for pick-up of recyclable materials. The City has a recycling ordinance in effect to facilitate the establishment of a recycling transfer station.

## **Energy Conservation**

Energy Conservation is an increasingly important feature of land use planning. In addition to preserving non-renewable resources for future consumption and lowering energy costs, energy conservation can reduce significantly the amount of environmental pollution.

A number of actions are proposed in this element to conserve energy through improved building siting and design, installation of efficient appliances and increased use of transportation systems management. Some of these programs require co-operation with PG & E, whereas others depend on the application of standards developed by the California Energy Commission for new construction and additions to existing buildings. These regulations are contained in Title 24 [State Building Standards Code] of the California Administrative Code.

## **Goals**

- Goal 1: Protection of Environmental Resources: Protect and enhance environmental resources including but not limited to ridgelines, watercourses and riparian corridors, scenic areas, heritage trees, natural habitat areas, and archaeological and historical sites.
- Goal 2: Open Space Uses: Maintain Open Space areas in a natural state. Improvements for recreational uses shall be limited to those areas and kinds of improvements which are compatible with the preservation and enhancement of the natural environment.
- Goal 3: Protect and enhance watercourses and riparian corridors to provide an amenity for the public and a habitat for wildlife, while protecting the public safety by preventing flooding and erosion.
- Goal 4: Parklands: Provide a variety of parks and recreation facilities to meet the recreation needs of all sectors of the community.
- Goal 5: Develop a system of parkland and trails which is well-balanced and interrelated.
- Goal 6: Facilitate sound environmental practices through energy conservation programs and solid waste recycling.
- Goal 7: Protect drinking water supply in Contra Costa Canal: Ensure that storm water and surface runoff drainage into the Contra Costa Canal be reduced to maintain and protect this public drinking water supply.

## ***Open Space: Policies and Implementation Programs***

Implementation of many of the following policies will be carried out by the Pleasant Hill Recreation and Park District. More detailed implementation programs are to be found in the Pleasant Hill Recreation and Park District's Master Plan, adopted in 1988.

P.1 Open Space Separators: Maintain open space areas as boundaries and delineators between neighborhoods and between adjacent cities and urbanized areas.

P.2 Utilities in Open Space: Discourage utilities in open space areas. Utilities should be located and designed to minimize impact to an area's environmental and visual qualities.

P.3 Access to Open Space: Provide public access to open space and parkland wherever possible.

P.4 Specific use objectives for Open Space: Leave and/or restore open space areas in their natural state; limit uses to those with a minimal environmental impact; use and access open space areas in a community oriented manner; and design open space resources for the primary use and enjoyment of City residents.

P.5 Open Space for Wildlife Corridors: Ensure that adequate open space is provided to permit effective wildlife corridors for animal movement.

## ***Parks, Trails and Historic Sites: Policies and Implementation Programs***

P.6 Acquisition of Parkland: New public parks shall be acquired at a rate consistent with the growth of the City's population and the needs of additional parkland and open space as identified in the General Plan and the Pleasant Hill Recreation and Park District's Master Plan.

P.7 Parkland Standard: The City shall utilize the standard of three acres of parkland per 1,000 residents for acquisition of additional developed parkland pursuant to the provisions of the Quimby Act [Govt. Code § 66477] for all new residential development.

Program 6.1: Reevaluate and update the population to parkland ratio every two years and revise the Parkland Dedication section of the Zoning Ordinance accordingly to ensure conformance with the requirements of the Quimby Act.

Responsibility: Community Development Department

Program 6.2: Prior to acceptance of any new open space parcel(s) by the City or the Pleasant Hill Recreation and Park District, there will be a thorough analysis of geoseismic and other related hazard potential. Identified hazards should be fully repaired before acceptance of open space.

Responsibility: Community Development Department and Pleasant Hill Recreation and Park District

P.8 Priorities for Acquisition of Parkland and Open Space: The following criteria is utilized to prioritize acquisition of open space and parkland areas:

- a) population/open space ratio of planning area;
- b) scenic beauty;
- c) relationship to existing trails system and parks;
- d) natural resource protection; and
- e) distribution of parks on a neighborhood basis.

**P.9 Historic Buildings, Sites and Districts:** Identify, recognize and protect sites, buildings, structures and districts with significant cultural, aesthetic and social characteristics which are part of the City's heritage.

Program 8.1: Adopt a cultural resources management ordinance to identify, recognize, protect and preserve sites, buildings, structures, districts and objects that reflect significant elements of Pleasant Hill's cultural, social, economic, political, aesthetic, architectural or natural heritage.

**Responsibility:** Community Development Department.

**P.10 Improvement of Trails:** Improve and expand wherever possible along permanent rights-of-way, flood control facilities, and through other publicly-owned properties. Where it is not possible to acquire right-of-way to connect trail systems, the City shall provide access links within existing streets' rights-of-way.

Program 9.1: Establish Grade Separations for Trails: Establish trail crossings on major streets, creeks and flood control channels consistent with public safety concerns and long-term maintenance obligations. Where feasible, schools shall be accessible by trails which do not cross major streets or by bicycle paths along minor streets. In particular, evaluate the feasibility of grade separations for trails under existing bridges over Grayson Creek at Golf Club Road and Chilpancingo Parkway.

**Responsibility:** Community Development Department and PH Recreation and Park District

Program 9.2: Explore jointly with the Pleasant Hill Recreation and Park District and the County Flood Control District the establishment of an all-weather surface trail along Grayson Creek north of Golf Club Road and into the community of Pacheco.

**Responsibility:** Community Development Department and PH Recreation and Park District

**P.11 Continuous Parkland:** Open space and park areas shall be combined or connected where feasible through an integrated trails system to provide a visual and physical continuum of park and greenway throughout the City.

Program 8.1: Facilitate the development of an integrated trails system connecting the regional trails network, schools, open space, recreation and transit facilities, by acquiring or obtaining the right of public access and improving the following rights-of-way as indicated in the *Map VI-1* and the Pleasant Hill Recreation and Park District's Master Plan.

1. Canal Trail to PH Elementary
2. Canal Trails to Briones Park at PH entrance and Martinez entrance
3. Canal Trail to Paso Nogal Park
4. Morello/Paso Nogal to CA Riding & Hiking Trail
5. Canal Trail to Grayson Channel (parts of City streets included)
6. Grayson Channel
7. Grayson Channel to EBMUD right-of-way
8. Throughout the Ridgeview Open Space area
9. Connect Ridgeview/Diablo Estates/Valley High/Paso Nogal
10. Connect Brookwood Park with Dinosaur Hill Park
12. Connect Briones and Brookwood Park
13. Connect Dinosaur Park and PH Elementary
14. Connect CA Hiking & Hiking Trail to Walnut Creek Channel and to Grayson Channel.
15. Connect Canal Trail with Iron Horse Trail.

**Responsibility:** Community Development and Public Works Departments and the Pleasant Hill Recreation and Park District

**P.12 Relating Park and School Facilities:** Neighborhood parks on school sites should be developed using an integrated comprehensive design which embodies the principle of 'school-in-the-park'. The City's neighborhood park/school sites should serve the entire community and provide a broad range of cultural, recreational, and educational activities throughout the City.

Program 11.1: Facilitate coordination among the City, the District and the Mt. Diablo Unified School District and the Contra Costa Community College District on an ongoing basis to assure continued expanded community use of school facilities.

Responsibility: Community Development Department and Pleasant Hill Recreation & Park District

**P.13 Additional Facilities for South Portion of City:** The City shall encourage the development of a recreation/activity center in the south portion of the City in Planning Group 1 of the District's Master Plan which should include a gymnasium, senior center and other park facilities.

**P.14 Reduce Environmental Impact of Trails:** Design, construct and manage trails in a manner that minimizes the impact on the natural environment.

**P.15 Trail Easements:** Require developers to dedicate trail easements through individual projects in order to improve access to open space and park facilities wherever appropriate.

**P.16 Coordination with other Jurisdictions:** Coordinate open space, trails and park acquisition between the City, the Pleasant Hill Recreation & Park District, East Bay Regional Parks District, Contra Costa Flood Control District, adjacent cities, county and state governments and owners of private open space areas. Encourage and seek agreements with other governmental jurisdictions for funding, acquisition, coordinated improvement, maintenance and use of recreational, park, open space and trails.

**P.17 Funding Sources:** Facilitate the establishment of special assessment districts by the City and the Pleasant Hill Recreation and Park District, where needed, pursuant to the Landscaping and Lighting Act of 1972 in order to provide a means for funding maintenance of open space areas surrounding residential development.

**P.18 Utilization of Closed School Facilities:** Acquire school playfields and recreation facilities whenever schools are closed. Promote development of closed school sites as permanent recreation, park and daycare facilities.

## ***Policies and Implementation Programs to Preserve and Enhance Trees***

**P.19 Heritage and Street Trees:** Facilitate the preservation of existing heritage trees, the planting of additional street trees, and the replanting of trees lost through disease, new construction or by other means.

Program 18.1: Street Tree Program: Prepare and adopt a street tree planting and management program establishing varieties, size and spacing requirements, maintenance standards, and priority planting schedules. This program shall give priority to those streets with heavy vehicular traffic and those which link open space and activity centers.

Responsibility: Community Development and Public Works Departments

Program 18.2: Revise the Zoning and Subdivision Ordinances to implement measures protecting trees from being cut unnecessarily during construction and to require replanting of trees lost through development.

Responsibility: Community Development Department

Program 18.3: Require planting of trees in parking lots to provide shade and visual screening.

Responsibility: Community Development Department

P.20 Heritage Trees: Continue to work with property owners and the Pleasant Hill Recreation and Park District to identify and preserve the City's heritage trees.

Program 19.1: Continue to implement the City's Heritage Tree Ordinance.

Responsibility: Community Development Department.

## **Policies and Implementation Programs for Watercourses: Creeks , Streams and the Contra Costa Canal**

P.21 Encourage use of alternative drainage systems: Utilize improvements which rely on increased retention capacity to lessen or eliminate the need for structural modifications to watercourses whenever possible.

Program 20.1: Develop in co-operation with the County, guidelines for the construction and maintenance of watercourses which assure that native vegetation is not unnecessarily removed and that maintenance is scheduled to minimize disruption of wildlife breeding activities. Incorporate these guidelines, where appropriate, into the Zoning Ordinance and Public Works Department maintenance procedures..

Responsibility: Community Development and Public Works Departments.

P.22 Maintain the ecology and hydrology of creeks and streams and the Contra Costa Canal: Improve public access to and the recreational use of riparian corridors while at the same time preventing flooding, erosion and danger to life and property.

Program 21.1: Work with the County and other jurisdictions to inventory the City's riparian resources.

Responsibility: Community Development Department

Program 21.2: Watercourse Revegetation: Revegetate watercourses with native plant species that are compatible with the watercourse's maintenance program and which do not adversely impact flow.

Responsibility: Public Works Department

P.23 Preserve the natural state of watercourses: Preserve and protect natural waterways in their natural state. Channels which are already modified shall be restored wherever possible to their natural state. [A natural waterway is defined as a waterway which can support its own environment of vegetation, wildlife and has a natural appearance. ]

Program 22.1: Amend the Zoning Ordinance to prohibit and abate the dumping of debris and refuse in and near waterways and their riparian corridors and areas warranting preservation and enhancement.

Responsibility: Community Development Department

P.24 Requirements for New Development: New development shall be discouraged from destroying riparian habitat. Existing riparian habitat shall be preserved and enhanced in new development unless the preservation will prevent the establishment of the permitted use on the site.

Program 23.1: Determine during the development review process, jointly with the Community Development and Public Works Departments, the required building setbacks along natural creeks and perennial streams and require dedication of an easement at the time of development sufficient to allow maintenance and prevent damage to adjacent structures, natural channels and associated natural vegetation.

Responsibility: Community Development and Public Works Departments

Program 23.2: The environmental review process require conformance with applicable City and County policies regarding watercourses and riparian corridors, and require effective measures to maintain water quality in the Contra Costa Canal, for all projects adjacent to and/or within all watercourses.

Responsibility: Community Development Department

Program 23.3: Deeded development rights: Require deeded development rights for lands within established setback areas along creeks or streams wherever feasible to protect riparian habitat and adjacent structures, prevent damage to property and maintain public safety.

Responsibility: Community Development Department

P.25 Establish Specific Creek Setbacks: Establish creek setbacks within which no development or building would be permitted. These setbacks shall consider the height and width of the creek and establish a specific distance from the top of the creek bank where no development would be permitted.

Program 25.1: Adopt a Riparian Protection Ordinance

Responsibility: Community Development Department

P.26 Potable Water Quality Protection: Require development proposals with the potential to increase storm water drainage flows into the Contra Costa Canal to drain added runoff either away from the Canal or to cross the Canal to downstream facilities.

Program 24.1: Improve water quality in the Contra Costa Canal: Work with the Contra Costa Water District and the County Flood Control District to reduce and eventually eliminate, if possible, existing drainage inflows and infiltration from entering the Contra Costa Canal.

Responsibility: Community Development Department

Program 24.2: Erosion Control during Construction: Require erosion control plans during construction to reduce the amount of siltation.

Responsibility: Public Works Department

## ***Policies and Implementation Programs to Preserve Soils***

[Other policies relating to soils and hillside development are contained in the Safety Element.]

P.27 Control Soil Erosion: Soil erosion shall be controlled to prevent flooding and destruction of natural waterways, to maintain water quality, and to reduce public costs for flood control and watercourse maintenance.

Program 25.1: Grading Permits shall be issued for all construction. An approved erosion control plan and revegetation plan shall be included in the grading plan wherever appropriate to include measures to mitigate erosion during construction.

Responsibility: Community Development and Public Works Departments

Program 25.2: Revise the Zoning Ordinance to require grade-beam construction versus pads to reduce cut and fill in hillside areas wherever possible.

Responsibility: Community Development and Public Works Departments

Program 25.3: Revise the Hillside Protection Ordinance with the revision of the Zoning Ordinance to include specific performance criteria for the protection of hillside areas.

Responsibility: Community Development and Public Works Departments

P.28 Minimize Tree Removal: Minimize removal of all vegetation in new developments to preserve wildlife habitat, scenic beauty and to prevent soil erosion. In particular, the cutting of mature woodland trees on unstable slopes and in riparian corridors should be avoided wherever possible.

Program 26.1: Continue to enforce the Zoning Ordinance to require development plans submitted for approval by the Community Development Department to indicate the location of mature trees and tree stands on hillside areas and adjacent to all riparian corridors.

Responsibility: Community Development and Public Works Departments

## ***Policies and Implementation Programs for Recycling of Solid Waste***

P.29 Reclamation and Reuse of Solid Waste: Facilitate management of solid waste to maximize the reclamation and reuse of resources contained in waste materials in a manner which does not adversely impact the environment.

Program 27.1: Evaluate the feasibility of collecting waste paper produced by the City and the Park and the PH Recreation District for recycling.

Responsibility: City Manager and Finance Department and the PH Recreation and Park District.

Program 27.2: City to use recycled goods: Purchase goods containing recycled materials for City use wherever possible.

Responsibility: City Manager and Finance Department

Program 27.3: Revise the contract with the City's refuse disposal contractor to implement a curbside recycling program for newspaper, glass and organic materials.

Responsibility: City Manager and Community Development Department

P.30 Require on-site drop-off areas for recycling in commercial/retail, office and multifamily residential developments.

Program 30.1: Revise the Zoning Ordinance to require all commercial/retail, office and multifamily developments to provide on-site drop-off areas for recycling. Coordinate with the City's refuse disposal contractor or other recycling services to ensure regular pick-up.

Responsibility: Community Development Department

P.31 Permit Recycling Transfer Station in the Light Industrial District: Evaluate allowing a solid waste recycling transfer station to locate in the Light Industrial District with Conditional Use Permit approval

Program 31.1: Implement the City's Recycling Ordinance.

Responsibility: Community Development Department

P.32 Prohibit Solid Waste Hauling Through Residential Areas: Require that the hauling of solid waste on collector and local streets through residential areas be prohibited with the exception of garbage trucks servicing local neighborhoods.

P.33 Impacts of Waste-to-Energy Projects: The City will not endorse or support solid waste-to-energy projects until it has been fully demonstrated that such projects will not have detrimental environmental impacts, particularly to air quality.

Program 33.1: Review and provide written comments on Draft EIR's for solid waste- to-energy project proposals carried out by neighboring jurisdictions or special districts.

Responsibility: Community Development Department

## ***Policies and Implementation Programs for Energy Conservation***

P.34 Energy Conservation Measures in Buildings: Reduce energy consumption in residential, commercial, office and industrial buildings by requiring all structures to meet the energy conservation requirements stipulated in the Uniform Building Code and State Title 24 regulations.

Program 34.1: Encourage retrofitting of energy-saving features in existing dwellings as a part of the City's Housing Rehabilitation Program by providing information, technical assistance, and other incentives.

Responsibility: Community Development and Building Inspection Departments

P.35 Reduce Vehicle Trips: Reduce the number of vehicle trips and the number of vehicle miles travelled within the Planning Area through adoption and implementation of programs contained in the Transportation Element, such as TSM.

P.36 Development Review Process: Make energy conservation an important criteria in the development review process.

Program 36.1: Review the Zoning and Subdivisions Ordinances to assure that there are sufficient regulations protecting solar access and incentives maximizing energy efficient development.

Responsibility: Community Development Department

Program 36.2: Provide information to promote energy conservation and the increased use of solar energy in cooperation with PG & E.

Responsibility: Community Development Department

Program 36.3: Revise the Zoning Ordinance to require all development applications be reviewed for potential energy conservation measures and designs including site orientation, building design and use of materials, landscaping and solar access.

Responsibility: Community Development Department

Program 36.4: Include a section on energy efficient features in the Architectural Review Guidelines distributed to the public.

Responsibility: Community Development Department

## ***Scenic Routes***

The Scenic Routes section of the Open Space, Parks and Conservation Element provides for the establishment and protection of Scenic Routes throughout the City. A Scenic Route is a road, street or an expressway which traverses a corridor of relatively high visual or cultural value. It consists of both the scenic corridor and the public right-of-way. Scenic corridors are usually wider than the right-of-way and comprise the adjacent areas that can be seen from the road. It is in these areas that development controls, dedication and the purchase of easements or lands and the application of development controls may be required to maintain and enhance Scenic Routes.

The following criteria are used to designate Scenic Routes in Pleasant Hill:

- 1) outstanding vistas and views from the road;
- 2) sufficient existing or planned right-of-way to become aesthetically pleasing by the addition of landscaping and plantings;
- 3) safe accommodation of motorists, pedestrians and bicyclists; and
- 4) the designation of Scenic Routes by adjacent jurisdictions.

To protect the aesthetic value of a scenic route, the City is concerned with the scenic corridor or the view shed extending beyond the public right-of-way which varies according to the terrain, the development adjacent to the right-of-way and natural features. For example, portions of Taylor Boulevard provide superb views of the Diablo Valley and Mount Diablo, while other views are afforded by narrower, evergreen-lined corridors between housing developments. Both types of views provide a pleasant visual experience which can be preserved and enhanced through the Scenic Routes designation.

The County General Plan designates Reliez Valley Road and Taylor Boulevard as part of the county-wide Scenic Routes system. Since these routes are affected by land use decisions made by both the County and the City, it is important that a consistent designation be applied. By designating these Scenic Routes, the City will thus be assuring consistent policy with the County.

In addition to the County-designated scenic roadways, five other visual corridors in Pleasant Hill should be preserved and enhanced:

1. Grayson Road, between Taylor Boulevard and Reliez Valley Road provides the only connection between the two County and City designated scenic roadways in Pleasant Hill. This roadway provides a link in the City's bicycle path plan and its semi-rural atmosphere lends itself to a scenic route designation;
2. Alhambra Avenue is the western gateway to the City. This road crests the hills separating Pleasant Hill and Martinez, providing expansive vistas of both the Alhambra and Diablo Valleys. Each side of this roadway has significant areas of undeveloped hillsides which provide a pleasant visual experience. The City of Martinez has designated this roadway a scenic route;
3. Paso Nogal Road between Alhambra Avenue and Golf Club Road, provides outstanding vistas of the Diablo Valley. This narrow roadway winds between several tree-covered hills and City parks and is a part of the City's bicycle path and regional trails system between the City and the regional parks;
4. Morello Avenue, between Paso Nogal and Martinez City limits; and
5. Golf Club Road. Both these roadways provide scenic views of surrounding hills and are a part of the City's bicycle path system.

## ***Policies and Implementation Programs for Scenic Routes***

P.37 Identify, preserve and enhance Scenic Routes in the City of Pleasant Hill.

P.38 Protect and enhance the attractive scenic views and natural qualities adjacent to and observable from roadways through a Scenic Routes and Enhanced Corridors designations.

Program 38.1: Maintain designation of the following as Scenic Routes: Paso Nogal Road, Reliez Valley Road, Grayson Road, Taylor Boulevard, Alhambra Avenue/Pleasant Hill Road between Taylor Boulevard and Martinez City limits, Morello Avenue between Paso Nogal and Martinez City limits, and Golf Club Road, as shown on *Map VI-3: Scenic Routes*.

Responsibility: Community Development Department

**Program 38.2: Designate the following as an Enhanced Corridor:** The Enhanced Corridor designation signifies that these routes would not be required to have the same setbacks as Scenic Routes, but would merit additional landscaping, earth berming and other measures to improve their scenic and visual qualities. Routes designated Enhanced Corridors include Oak Park Boulevard, Pleasant Hill Road and Geary Avenue. [Enhanced Corridors are shown on *Map VI-3.*]

**Responsibility:** Community Development Department

**Program 38.3: Maintain a minimum scenic setback** of 50 feet from the edge of the public right-of-way along all Scenic Routes. The following criteria shall be used in improving this setback area:

- a) A natural appearance shall be maintained by the prohibition of any man-made structures, parking areas or other features within the setback that would be inconsistent with a scenic corridor;
- b) A landscape plan shall be prepared and implemented utilizing existing trees augmented with additional plantings to provide a visual buffer from development;
- c) Pedestrian and bicycle paths may be incorporated into the setback area; and
- d) Buildings and structures immediately adjacent to a Scenic Route shall be designed to minimize their visual impact from the roadway and on the scenic corridor.

**Responsibility:** Community Development Department

**Program 38.4:** Consider the visual qualities and character of Scenic Routes in the review of plans for new roads, road improvements and other projects located adjacent to Scenic Routes.

**Responsibility:** Community Development and Public Works Departments

**Program 38.5** Enhance visual appearance from the roadway through preparation of landscape plans for publicly owned property adjacent to any Scenic Route by the City and the Pleasant Hill Recreation and Park District.

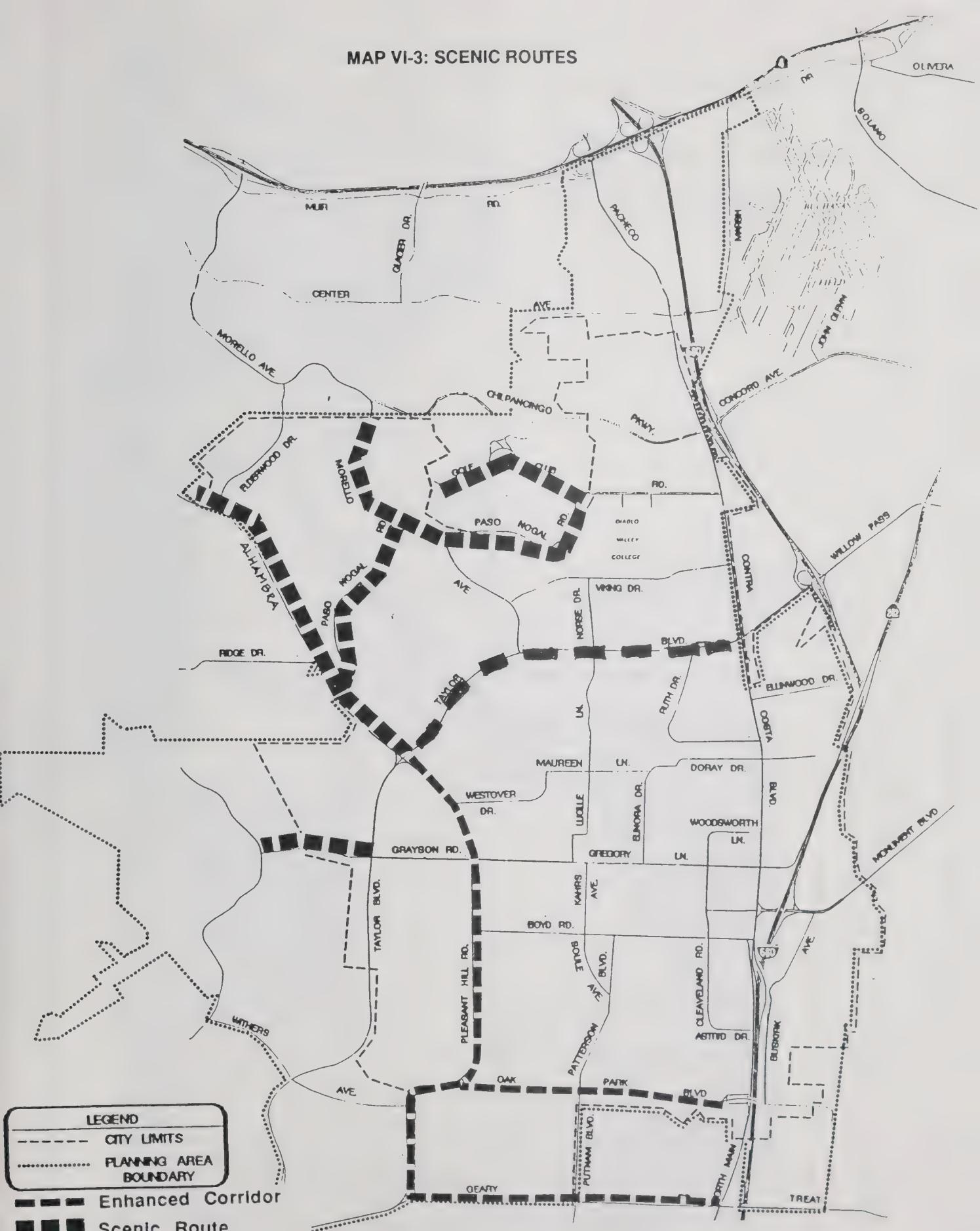
**Responsibility:** Community Development and Public Works Departments and the Pleasant Hill Recreation and Park District.

**P.39 Coordinate the planning of Scenic Routes** wherever possible with the bicycle and pedestrian trails system, access to parks and cultural and recreational facilities.

**Program 39.1:** Continue to work with neighboring cities, the County and the State in the designation and regulation of Scenic Routes.

**Responsibility:** Community Development and Public Works Departments.

### MAP VI-3: SCENIC ROUTES



### LEGEND

----- CITY LIMITS

----- PLANNING AREA  
BOUNDARY

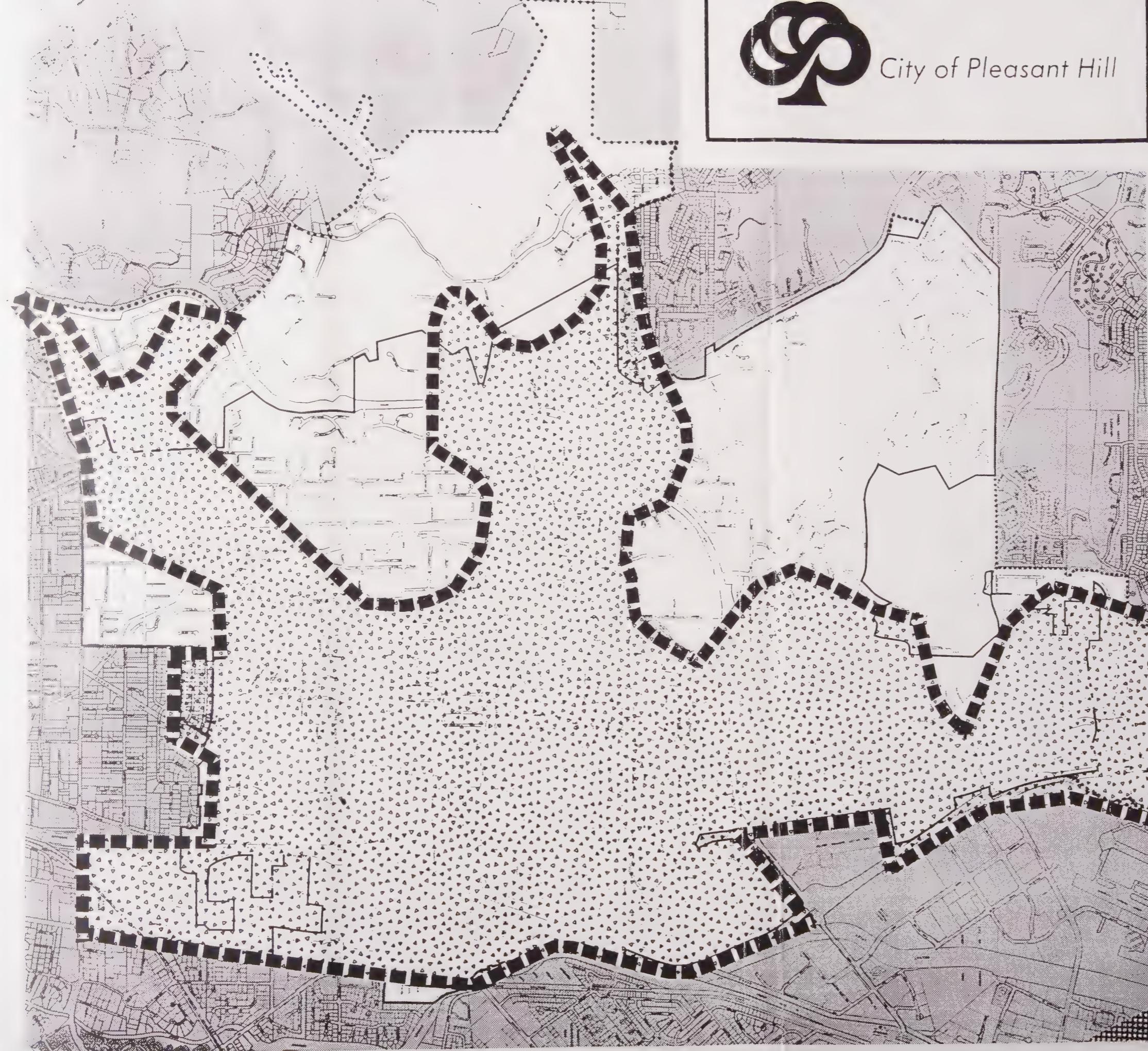
### Enhanced Corridor

## Scenic Route





City of Pleasant Hill



MAP VIII-1

## Seismic Hazards

- Fault Rupture Hazard Zone
- Strong Ground Shaking Hazard Zone

NOTE: Schematic Only, for detailed reference  
see maps at Community Development Dept.

Source: Alquist - Priolo Special Studies Zones Map  
Adapted from ESA

MAP VIII-1





## g) Tsunami

Tsunami are large ocean waves generated by earthquakes either under or adjacent to the ocean. The largest recorded tsunami in San Francisco Bay was the wave caused by the Alaska Earthquake in March 1964. This wave reached a height of 7.4 feet at the Golden Gate Bridge and was reduced to half this size by the time it reached Richmond. The available data indicates a systematic attenuation of wave height from the Golden Gate Bridge to the head of the Carquinez Strait and consequently there is a very low potential for the City to be affected by a tsunami.

## Seismic Effects on Structures and Public Facilities

The severity of damage to buildings from earthquakes is related to the intensity of groundshaking, soils and geologic characteristics, and the type of building construction used. High risk areas in Pleasant Hill do not have any critical facilities such as high-occupancy buildings, hospitals or schools. The land use pattern that has evolved in Pleasant Hill has, in general, avoided high risk areas.

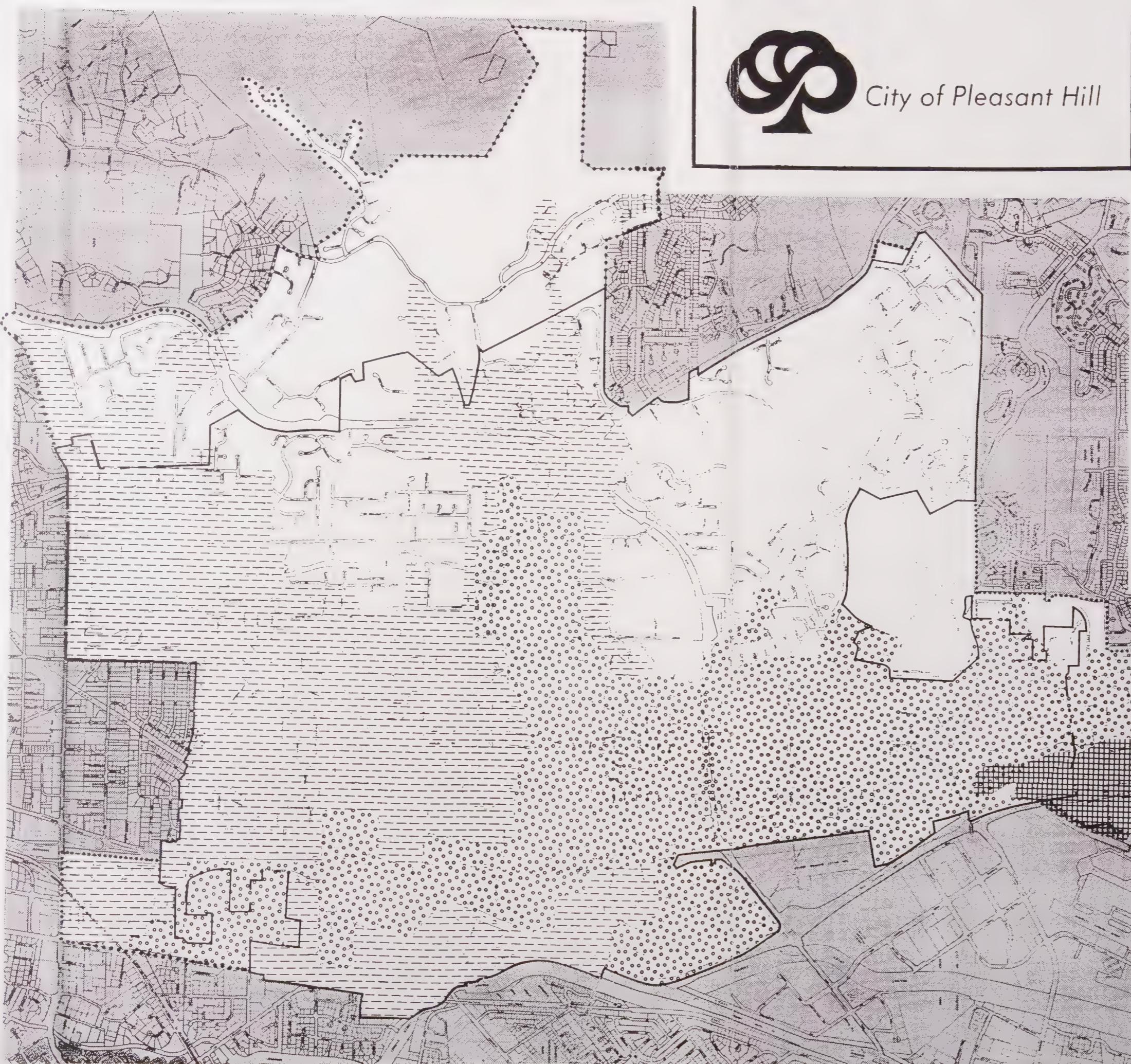
The Unreinforced Masonry Law passed by the State Legislature in 1986, [SB 547], requires all cities and counties in Seismic Zone 4 to identify potentially hazardous unreinforced masonry buildings. The City Building Department has complied with this legislation and found no unreinforced masonry buildings. The City's Building Department will, however, continue to implement an inspection and reinforcement program as needed to mitigate hazards associated with the seismic effects on structures.

The seismic status of buildings by their seismic classification is summarized below:

- a] All critical emergency buildings [City Hall, police and fire stations] have been constructed recently and have been built with earthquake damage mitigating features. None of these buildings are located on a known fault or slide risk areas;
- b] High priority buildings [theaters, Pleasant Hill Recreation and Park District buildings, schools, limited care facilities] are mostly of recent construction. Many are wood frame buildings which are the least susceptible to earthquake damage;
- c] The majority of high-use buildings [commercial and office buildings, large apartment buildings of 50 or more units and churches] are of recent construction and can therefore withstand low to medium intensity earthquakes; and
- d] Small apartment complexes, duplexes and the majority of housing in Pleasant Hill has been built with one to three story wood-frame construction which has a high survivability in the event of an earthquake.

A major earthquake would be expected to cause considerable damage to transportation systems. Roads, railroad tracks and the BART tracks all cross various earthquake faults as well as areas susceptible to ground failure. Landsliding would be intensified as a result of groundshaking, and could affect portions of the roadway system located in landslide potential areas identified in *Map VIII-3*. Evacuation routes have been included in the City's Multi-Hazard Functional Plan. Seismic damage could also occur to the Contra Costa Canal, treated water and sewage pipelines, as well as telephone and power lines which traverse the Planning Area.





City of Pleasant Hill

MAP VIII-2

## Earthquake Intensity



Violent



Very Strong



Strong

NOTE: Schematic Only, for detailed reference see maps at Community Development Dept.

Source: Adapted from, A Guide to ABAG's Earthquake Hazard Mapping Capability, 1980.

MAP VIII-2



NORTH



## **Non-Seismic Geologic Hazards**

### **a] Soils Hazards**

Potential hazards may be present when there are shallow soils, soils on steep slopes, and expansive soils which in the presence of moisture swell and shrink when returning to a dry condition. This hazard is compounded when unstable soils overlay geologically unstable formations, such as fault zones prone to earthquakes. *Map VIII-3* indicates that the principal soils hazard areas are limited to the western areas of the City.

Soils hazards may also exist in areas with expansive soils which often cause cracking, heaving and break-up of pavements and concrete slab foundations. On-site soils tests should be conducted prior to construction throughout the City to determine the shrink/swell potential and the appropriate mitigating measures. More information regarding the soils characteristics of the Pleasant Hill Planning Area is contained in the Master Environmental Assessment [MEA] and in the soil survey of Contra Costa County prepared by the U. S. Soil Conservation Service, available at the City's Community Development Department.

### **b] Differential Subsidence**

Prolonged pumping of groundwater can lower the water table over a large area and contribute to differential settlement or subsidence of the ground surface.

The water table in Pleasant Hill has not been lowered to the extent that differential subsidence has been observed. It is unlikely that there exists a risk of differential subsidence in the City.

### **Flood Hazards**

The drainage system in Pleasant Hill carries storm waters to major channels under the jurisdiction of the Contra Costa County Flood Control District. These in turn, transport storm waters into Suisun Bay. It is the District's responsibility under State law to develop a coordinated flood control program for the County.

Murderer's Creek and Grayson Creek constitute the City's major drainage channels. Most of these drainage systems have been channelized, with the exception of upper stream courses feeding Murderer's and Grayson Creeks. The Open Space, Parks and Conservation Element contains a number of policies and implementation programs designed to reduce the amount of siltation in drainage channels, thereby reducing maintenance, as well as other measures intended to improve the efficiency and environmental attributes of the City's watercourses.

Areas prone to flooding are recorded and mapped by the Federal Emergency Management Agency which produces a series of Flood Insurance Rate Maps [FIRM] for each jurisdiction. Floods are mapped according to the maximum flood levels observed during 500 and 100 year periods. These flood maps are summarized by *Map VIII-4: Flood Prone Areas* and are based on the more precise flood data contained in the federal flood maps which are available to the public at the Community Development Department. *Map VIII-4* is included in this element for information purposes only. The detailed Flood Rate Insurance Maps [FIRM] should be consulted prior to making any land use decisions in a flood zone.

The most recent flood maps indicate that flooding is generally confined to the channels of Grayson and Murderer's Creeks, with the exception of the following three areas:

1. the western half of the area bounded by Contra Costa Boulevard, Grayson Creek, Vivian Drive and Sylvia Drive;
2. the northwestern quarter of the area bounded by Contra Costa Boulevard, Grayson Creek, Second Avenue South and Chilpancingo Parkway; and
3. the area approximately bounded by North Buchanan Circle, the I-680 and SR-4 Interchange, Imhoff Place, Imhoff Drive, Runway 14R/32L of Buchanan Field, Damascus Drive and Pacheco Boulevard.

Occurrences of flooding and the effectiveness of the storm drainage system is monitored closely by the City Public Works Department. The City Engineer recommends, on an ongoing basis, drainage improvements and recommends revisions to the Flood Rate Insurance Maps when new flooding areas are identified. Development proposals are reviewed by the Public Works Department to ensure adequate storm drainage and all structures built within the 100 year flood zones are required to meet specifications to minimize flood damage.

## ***Transportation and Storage of Hazardous Materials***

The potential public safety hazards in the Pleasant Hill Planning Area are associated with hazardous materials transported by truck and by pipeline, the storage of hazardous materials, asbestos insulation in public buildings and potential contamination of drinking water.

The transportation and storage of hazardous materials is clearly a regional problem. Pleasant Hill is located in a heavily industrialized county with numerous petroleum and chemical processing plants, oil and gas wells, and the Concord Naval Weapons Station where explosive and probably radioactive materials are stored. A large quantity of hazardous products are transported on highways where the potential for release of this material into the environment represents a potentially significant public health risk. The policies and programs dealing with hazardous materials in this section incorporate and build on the relevant portions of the County General Plan's Safety Element.

### ***a] Radioactive Materials***

Radioactive materials are distinguished from other hazardous materials and specific federal and state regulation have been developed for these substances. The use and storage of radioactive materials in Pleasant Hill is limited to medical facilities, since no other primary users of radioactive materials, such as research laboratories, nuclear power plants or military facilities, are located within the Planning Area. The nearest potential storage site for radioactive materials is the Concord Naval Weapons Station located approximately 5 miles from City boundaries. This site may receive radioactive materials transported on highways extending through the City. Information regarding the routes used to transport national security-related radioactive material is not available to the public. The U.S. Department of Transportation [DOT], however, has regulations regarding the labelling, shielding, dose rate and transportation of radioactive materials. The principal potential danger to Pleasant Hill residents from these materials is related to the possibility of a truck accident whereby containers holding radioactive materials would be ruptured.

### ***b] Truck Transportation of Non-Radioactive Hazardous Materials***

The transportation of hazardous materials by truck along major traffic routes in the City represents a major potential hazard to the public. Trucking is the most frequently used system to transport hazardous materials in Contra Costa County. Consequently, most accidents involving such materials in the Planning Area have occurred along I-680, SR4, SR 242, and SR 24. Approximately 5 to 10 accidents involving the release of hazardous materials occur annually on these traffic routes within the Pleasant Hill Planning Area. No routes have been designated by the County or the State for the transport of hazardous materials.



City of Pleasant Hill

MAP VIII-3

## Landslide Potential and Soils Limitation Areas

- Landslide Site
- Unstable Soils
- Moderately Unstable Soils
- Soils Limitation Zone:  
Generally, Clay soils subject  
to shrink, swell and erosion

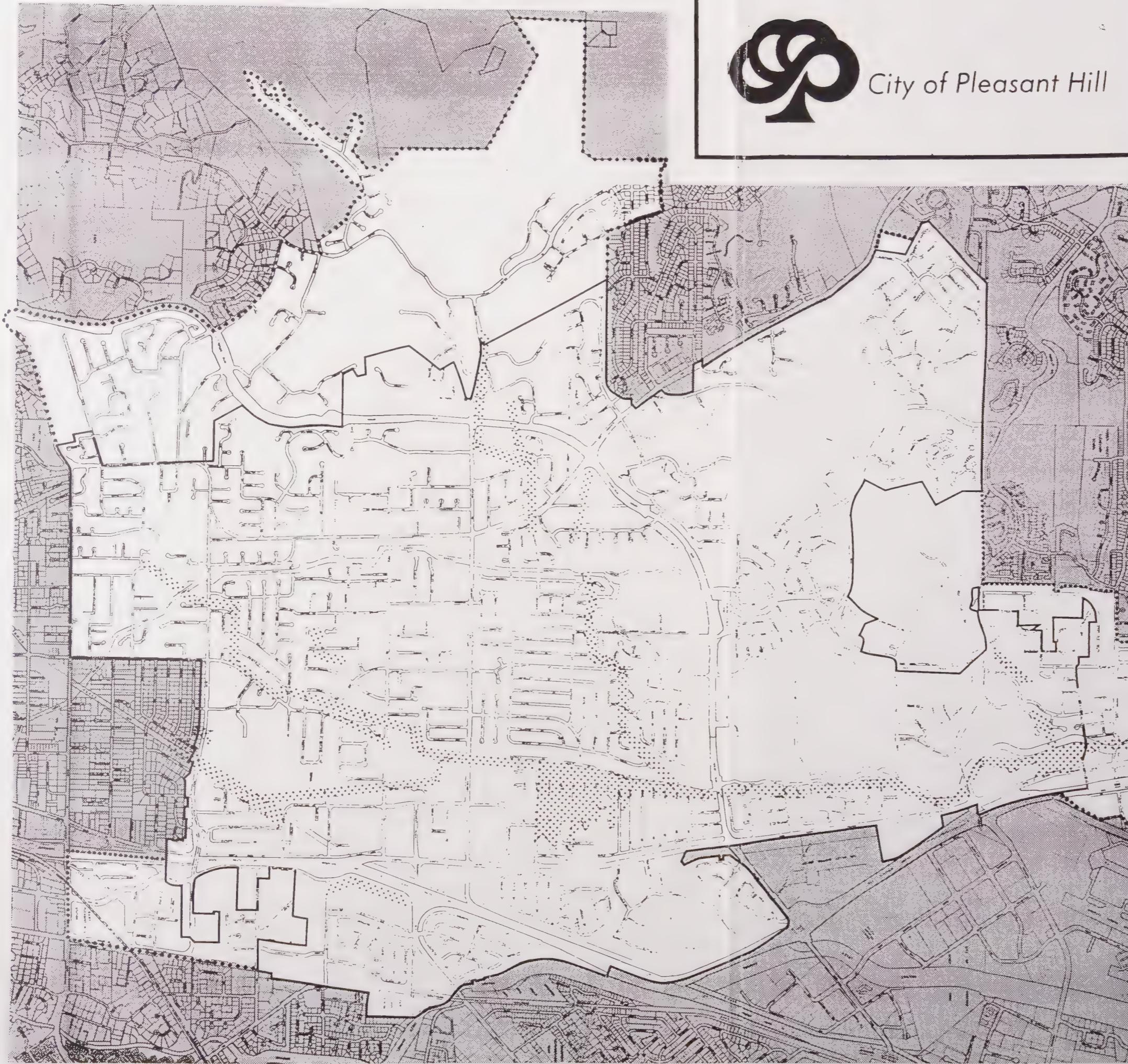
NOTE: Schematic Only, detailed reference maps available at the Community Development Dept.

Source: Adapted from ESA

MAP VIII-3







City of Pleasant Hill

MAP VIII-4

## Flood Prone Areas



100 Year Flood Zone

NOTE: Schematic Only: For detailed reference see maps at Community Development Dept.

Source: Federal Flood Rate Insurance Maps

MAP VIII-4



NORTH



As the I-680 and State Routes 4 and 242 become increasingly congested, it is likely that trucks loaded with hazardous materials will take local arterial and expressway streets in the Pleasant Hill Planning Area as alternative routes. The potential danger to public health is significant in the event of an accident. The County's Safety Element [pp 403-404] points out that there are over 1,200 new hazardous chemicals produced each year, but the local agencies responsible for a hazardous chemical spill do not know the degree of specific hazard associated with each substance and do not have adequate technical expertise and equipment to effectuate cleanup. Further, some of these hazardous substances are lethal at atmospheric levels as low as two parts per million.

The City's Multi-Hazard Functional Plan has developed strategies and action plans in the event of a hazardous materials spill and other occurrences which may affect the health and safety of Pleasant Hill residents. This Element of the General Plan contains additional policies to prohibit the transport of hazardous materials on City streets. The role of each responsible agency in the event of a hazardous material spill is summarized by *Table 1*.

Policies and implementation programs are directed at working with other jurisdictions to prohibit truck transport of hazardous products on the City's street system and limiting such traffic to State highways and freeways.

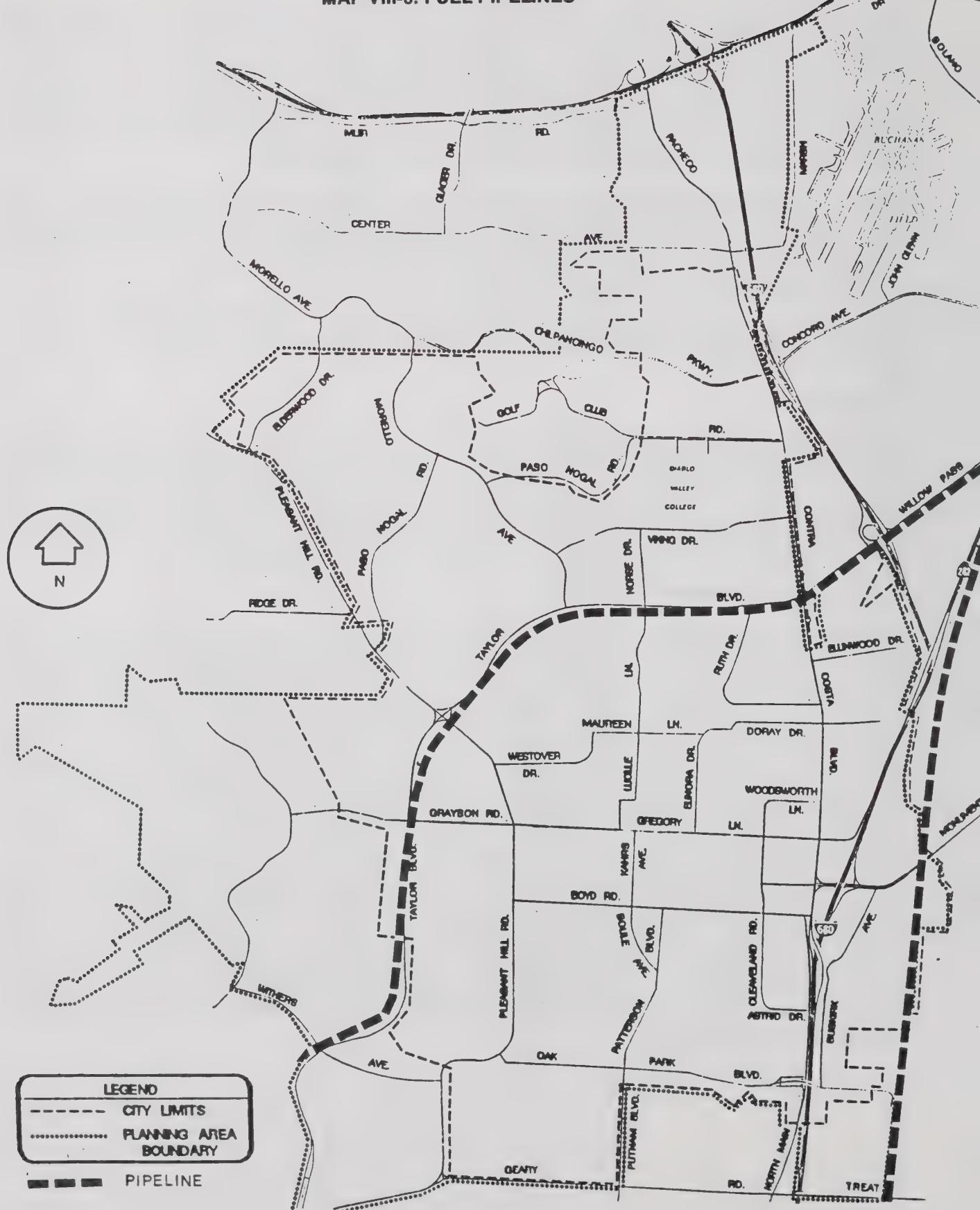
#### **c] Pipelines**

The City is traversed by two fuel pipelines indicated by *Map VIII-5*. One pipeline beneath Pleasant Hill Road and Taylor Boulevard continues through to Lafayette. The second pipeline underneath the Southern Pacific right-of-way is used to provide fuels to the Santa Clara Valley and the San Jose International Airport. Both these pipelines, designed to meet the specifications of the American Petroleum Institute Standards, take into account potential seismic hazards and are equipped with pressure-sensitive valves that automatically shut off the flow in the event of a break in the line.

#### **d] Storage of Hazardous Materials**

Hazardous materials include industrial wastes, pesticides, herbicides, infectious wastes, radioactive materials and combustible fuels. No 'high risk' sites exist within the Planning Area, but there are several auto-service and repair establishments with hazardous materials in appropriately zoned areas. The County's Environmental Health Division has compiled a list of hazardous materials storage facilities pursuant to AB 2185 for all of Contra Costa County. The only hazardous materials storage facilities in the Pleasant Hill Planning Area are the eleven underground storage tanks used for diesel and gasoline fuels at service stations which are listed on page 78 of the Master Environmental Assessment. Some leakage of these fuels has occurred, resulting in contamination of soil and groundwater. Remedial work on several of these underground tanks has been completed and it is anticipated that all of them will be replaced by the year 1995. The County Environmental Health Department [CCCEHD] has prepared an Area Plan as required by the California State Office of Emergency Services which requires businesses storing hazardous materials on their property to file a Business, Data Management and Inspection Plan. The Plan must: identify the hazardous materials on the site; delineate employee evacuation procedures; carry out maintenance training; take precautionary steps to prevent release and procedures for handling these materials; and be sure an annual update and review of these measures by the CCCEHD. The Fire District enforces these State regulations on a contract basis with the County. At the time the Business, Data Management and Inspection Plan is approved, the Fire District keeps the Plan on file and keeps the site on record to facilitate emergency response.

MAP VIII-6: FUEL PIPELINES



## **Hazardous Waste**

Hazardous waste is a category of hazardous materials separately regulated through the County's Hazardous Waste Management Plan. State Law AB 2948, requires counties to prepare a hazardous waste management plan which cities must adopt into their planning process within 180 days of the State Department of Health Services approval. The County's Hazardous Waste Management Plan [CCCHWMP] is hereby incorporated by reference into this element of the City's General Plan to ensure compliance with State law.

Contra Costa County is one of the State's largest generators of hazardous waste, in addition to importing hazardous wastes from other areas for processing. The CCHWMP outlines, in very general terms, siting criteria for future toxic waste treatment, storage and disposal [TSD] facilities which will require additional environmental review. The City is concerned that the environmental review and planning process for the future location and operation of TSD facilities thoroughly analyse the operating characteristics and risk factors, quantify emissions, evaluate non-incineration treatment processes, and adopt necessary and enforceable mitigating measures to protect the health and safety of the community.

The treatment of hazardous wastes is a relatively new and rapidly changing technology which represents a significant potential public health hazard. The planning and operation of these facilities should receive the most thorough environmental assessments and be subject to ongoing monitoring to minimize the risk to public health and safety. Further, the Environmental Review and Planning process for the future siting of Hazardous Waste TSD facilities must provide ample public information and participation.

Policies and implementation programs are contained in this element which support and cooperate with the County's Hazardous Waste Management Plan, particularly in the areas of transportation safety measures, appropriate land use controls, environmental review, small-generator waste control, and public awareness programs.

## **Asbestos**

Asbestos used as an insulating material in public buildings is a potential health hazard. The Mt. Diablo Unified School District has determined that public schools within the City's Planning Area are in compliance with the 1986 Federal and State Building Codes for asbestos insulation. A survey of the Pleasant Hill Recreation and Park District's twelve main buildings, which included laboratory sampling of materials taken from suspected problem areas in these buildings, revealed no asbestos-related problems.

## **Potable Water Supplies**

The primary source of potable or drinking water for Pleasant Hill is the Sacramento-San Joaquin Delta. Service is provided by the Contra Costa County Water District [CCCWD] and the East Bay Municipal Utility District [EBMUD]. Some additional water is supplied by the Martinez Water System [MWS]. Although water supplied by these utilities meets all federal and state standards, the quality varies with the amount of rainfall. During dry periods the degree of salinity increases for CCCWD and MWS water. Although sodium concentration is not regulated for drinking water, the U. S. Environmental Protection Agency has issued a sodium guidance level which has been exceeded in the water supplied to the City by the CCCWD and MWS during dry periods.

**TABLE 1: CITY AND COUNTY AGENCIES RESPONSIBLE FOR HAZARDOUS MATERIALS INCIDENT RESPONSES**

Agency	Primary Activity	Support Activities
Pleasant Hill Police Dept. [PHPD]	Scene Management	Rescue
	Scene Isolation	Product I.D. Coordination
	Evacuation	Hazard Assessment
	Communication	Resource Coordination
	Public Information	Notification
	Access to Remote Areas	Medical Care
Contra Costa County Consolidated Fire Protection District [CCCFPD]	Rescue	Provides support for primary activities under-taken by PHPD, CCCEHD CCCOES, and local EMS
	Containment	
	Fire Control	
	Product I.D. Coordination	
Contra Costa County Environmental Health Division [CCCEH]	Hazard Assessment	Evacuation
	Decontamination	Public Information
	Radiological Monitoring	Product I.D. Coordination
Contra Costa County Office of Emergency Services [CCCOES]	Resource Coordination	Emergency Product Removal
	Notification	Scene Management
		Evacuation, Communication
		Public Information
		Access to Remote Areas
		Rescue and Containment
		Radiological Monitoring
		Emergency Product Removal
		Medical Care
Local Emergency Medical Services [EMS]	Medical Care	Containment
		Decontamination

SOURCE: CONTRA CONTRA COUNTY CONSOLIDATED FIRE DISTRICT, MAY 1983, HAZARDOUS MATERIAL INCIDENT RESPONSIBILITY MATRIX.

Elevated sodium levels in drinking water constitutes a potential health hazard, particularly for people with high blood pressure and heart problems. In contrast, water supplied by the EBMUD originates from the Sierra Nevada and is generally not subject to high sodium concentrations, pesticides, effluents from agricultural and urban runoff, municipal sewage discharge, or industrial toxic materials. This source of water is of relatively good quality and requires only a minimum of chlorine treatment.

## **Fire Protection**

The City of Pleasant Hill is a part of the Central Contra Costa Consolidated Fire District [CCCCFD] which also includes Martinez, Concord, Lafayette, Walnut Creek, Clayton and unincorporated central Contra Costa County. Within Pleasant Hill there are two fire stations each with one engine company: Fire Station #2, located at Geary Road and Dorothy Drive at the southern portion of the City, and Fire Station # 5, located on Cleaveland Avenue and Boyd Road. Other stations that respond to fires in Pleasant Hill are Pacheco [Station 9], Walnut Creek [Stations 1 and 10], and Martinez [Station 13]. A new station is planned at Devon Road and Pleasant Hill Road. The Fire District currently has a response rating of 3 [1 is the highest rating possible and 10 the lowest rating] from the Insurance Service Offices. Response times average less than three minutes within the Planning Area, and the District's Standard is a five minute response time.

The District's fire flow requirements are 1,000 gallons per minute [gpm.] flow with hydrant spacing of no more than 500 feet for single-family detached residences incorporating fire-retardant roofing materials. The fire flow requirement for attached residences and for commercial and office structures is between 3,5000 and 6,000 gpm., with a maximum hydrant spacing of 300 feet. The District may allow required fire flow requirements to be reduced for commercial development where District-approved fire management control systems are incorporated. The District also requires minimum roadway widths of 36 feet for accessibility, and traffic signal pre-emption equipment along emergency routes to areas with new development.

Wildland fires do not constitute a major hazard, since there is only a small amount of open land within the Planning Area. However, there exists a potential wildland fire hazard in the western and northwestern portions of the city from chaparral and grassland vegetation, particularly on hillside areas. The City has a weed abatement program that requires 15 foot fire breaks for larger parcels, and 100% removal of tall grasses and weeds on smaller parcels and within 50 ft. around all structures. The Fire District publishes guidelines for reducing wildland fires which includes recommendations for fire-resistant vegetation.

The risk of structural fires within the Planning Area is low due to adequate existing and planned fire fighting resources and the relatively new condition of larger commercial and public buildings. The Fire District imposes a per square foot fee for new construction to offset costs for providing additional services resources. New construction complies with the City's Fire Code and the UBC. The District implements an ongoing building inspection program to identify and remove potential fire hazards. The emergency response time to the western hills area of Pleasant Hill will be reduced with the new fire station at Devon and Pleasant Hill Road.

## **Police Protection**

The Pleasant Hill Police Department [PHPD] provides law enforcement and crime prevention services to the City. A summary of the resources of the PHPD is contained on pages 91 and 92 of the Master Environmental Assessment.

The PHPD continues to maintain adequate staffing levels and equipment to provide protection of persons and property in Pleasant Hill through annual review of the police budget which takes into account increases in demand for such services resulting from additional mandates and a changing service area. Traffic-related activity, however, has increased substantially recently relative to other police activities. The volume of traffic which passes through Pleasant Hill is increasing, irrespective of locally-generated land use and traffic changes occurring within the City's Planning Area. Commercial centers, such as Sun Valley Shopping Center outside of the Planning Area, require increasing police presence on surrounding access streets. Similarly, as unincorporated areas develop, and/or become annexed to the City, increasing demands are placed on available personnel and equipment.

Policies are contained in this element to address this issue and to maintain the high level of police protection that has been enjoyed by the community.

## **Emergency Operations**

The City of Pleasant Hill has adopted a Multi-Hazard Functional Hazard Plan to provide for the safety of the community in the event of a major emergency such as an earthquake, flood, fire, nuclear accident, or civil disturbance. The Plan provides the basis for direction and control of emergency operations and continuity of government, saving life and property, repairing and restoring essential systems and services, managing remaining resources and coordinating operations with other jurisdictions.

The Plan contains specific task assignments for various city personnel under emergency conditions including the staffing of warning and communications systems, emergency operating centers and shelters. When a disaster occurs, the normal governmental organization converts to one unit which can more effectively cope and manage the health and safety problems created by an emergency.

The City has established the Police Department facility at 330 Civic Center Drive as an Emergency Operations Center which is designed to function as a communications and administrative headquarters in the event of an emergency.

## **Aviation Hazards**

Buchanan Field Airport potentially affects land uses in Pleasant Hill in the form of noise and safety impacts, although it is located outside of the Planning Area. The County owns and operates this airport and has adopted a Master Plan that reflects anticipated growth in general as well as commercial aviation activity for the next 20 years. The Master Plan attempts to prohibit or reduce obstacles to air navigation, exposure of persons on the ground to accident and crash hazards, and noise impacts through building height restrictions, land use limitations and building standards to reduce interior noise. The County's Airport Land Use Commission [ALUC] regulates land use in an area surrounding Buchanan Field which includes a portion of Pleasant Hill's Planning Area. The City must submit projects within the County's ALUC referral area for their review and determination of consistency with the policies of the Master Plan. In addition, the City's General Plan must be consistent with the policies established by the Master Plan for the referral area. The General Plan map does not contain any land uses within the referral area which are inconsistent with the Master Plan, and the height limits for new construction are well below the maximum permitted. Policies and programs are presented to reduce aviation hazards and noise in this section; and in Section 3: Compliance with the Airport Land Use Commission's Plan.

## Goals

- Goal 1: Protect the community from injury, loss of life, and property damage resulting from natural and man-made hazards.
- Goal 2: Reduce wherever possible the impact of pollutants on the health and well-being of the community.
- Goal 3: Maintain an effective emergency response system.

## **Policies and Implementation Programs to Reduce Seismic and Other Geologic Hazards**

**P.1 Reduce Risk of Seismic Hazards:** Reduce the risk of loss of life, personal injury and damage to property resulting from seismic hazards.

Program 1:1: Require Geotechnical Reports: Continue to require geotechnical reports by a registered state geologist for development proposals on sites in seismically and geologically hazardous areas and for all critical structures. These reports should include, but not be limited to: evaluation of and recommendations to mitigate the effects of fault displacement; ground shaking; landslides; expansive soils; and, subsidence and settlement.

Responsibility: Community Development and Public Works Departments

Program 1:2: Alquist Priolo Act: Continue to comply with the provisions of the State Alquist-Priolo Act and seismic safety criteria established by the City of Pleasant Hill.

Responsibility: Community Development and Public Works Departments

Program 1:3: Project Approvals: Continue to require as conditions of approval measures to mitigate potential seismic and geologic safety hazards for structures.

Responsibility: Community Development and Public Works Departments

Program 1:4: Inspection: Require professional inspection of foundation and excavation, earthwork and other geotechnical aspects of site development during construction on those sites specified in soils, geologic, and geotechnical studies as being prone to moderate levels of seismic hazard.

Responsibility: Building Department

Program 1.5: Monitor Building Safety: Continue to monitor and review existing critical, high priority buildings to ensure structural compliance with seismic safety standards.

Responsibility: Building and Public Works Departments

**P.2 Limit Building in Areas with Significant Risk Potential:** Discourage construction of high density residential, other critical, high occupancy or essential services buildings in high risk zones such as Active Fault Displacement Study Areas, wildland fire areas, and landslide areas.

Program 2.1: Review Hazards Maps: Review all projects in relation to available hazards information such as the ABAG Ground Shaking Potential Maps.

Responsibility: Community Development, Building and Public Works Departments

P.3 Reduce Risk of Slope Instability: Minimize the risk of personal injury and property damage resulting from slope instability.

Program 3.1: Enforce Hillside Development Regulations: Continue to enforce and strengthen development standards, grading requirements and erosion control measures for hillside areas pursuant to the City's Grading and Hillside PUD Ordinances.

Responsibility: Community Development , Building and Public Works Departments

Program 3.2: Assign low intensity uses: Assign low intensity uses such as open space, low density residential, and agricultural uses to areas with severe sliding and soils conditions.

Responsibility: Community Development Department

Program 3.3: Proposed development of hillside areas: Evaluate slopes over 15 percent and/or unstable land for safety hazards prior to issuance of any discretionary approvals.

Responsibility: Community Development and Public Works Departments

## ***Policies and Implementation Programs to Reduce Flood Hazards***

P.4 Reduce Flood Hazards: Minimize the risk of personal injury and property damage due to flooding.

Program 4.1: 100 Year Flood Zones: Prohibit all development in the 100 year flood zone unless mitigation measures meeting Federal Insurance Administration criteria are provided.

Responsibility: Community Development Department

Program 4.2: Cooperation with the Flood District: Continue to work with the Contra Costa Flood Control District in the project review process to ensure that adequate measures are implemented to prevent flooding, to establish and maintain effective storm drainage systems and collect the required mitigation fees.

Responsibility: Community Development and Public Works Departments

Program 4.3: National Flood Insurance Program: The City shall continue to participate in the National Flood Insurance program.

Responsibility: Community Development and Public Works Departments

Program 4.4: Request that the water districts prepare inundation maps and drainage plans for new water tanks that are constructed within the City and its Sphere of Influence.

Responsibility: Community Development and Public Works Departments

P.5 Storm Drainage System: Maintain unobstructed water flow in storm drainage system:

Program 5.1: Grading Ordinance: Enforce measures to minimize soil erosion and volume and velocity of surface runoff both during and after construction through application of the Grading Ordinance.

Responsibility: Public Works Department

Program 5.2: Annual Inspection: The Public Works Department shall continue it's annual inspection of the drainage systems informing residents and property owners of illegal structures and debris that must be removed.

Responsibility: Public Works Department

Program 5.3: Funding for Drainage Improvements: Continue to develop, update and implement a City Capital Improvement Program for drainage and work with the County Flood Control District to eliminate the most important drainage problems in the Pleasant Hill Planning Area.

Responsibility: Community Development and Public Works Departments

## ***Policies and Implementation Programs to Reduce Risk of Hazardous Materials***

**P.6 Minimize Risk Related to the Transportation and Storage of Hazardous Materials:** Minimize the risks to public health and safety due to the transportation and storage of hazardous materials.

**Program 6.1: The storage of hazardous materials:** Strictly regulate the storage of hazardous materials under California Administrative Code Title 19 requirements.

**Responsibility:** Community Development Department and the Contra Costa Consolidated Fire District

**Program 6.2: Legislative and Administrative Advocacy:** a] Radioactive Materials - Encourage the State Department of Health and the California Highway Patrol to review permits for radioactive materials on a regular basis and to promulgate and enforce additional safety standards for the use of these materials, including the placarding of transport vehicles; and. b] Hazardous Materials - Request that State and Federal Agencies with responsibilities for regulating the transportation of hazardous materials review regulations and procedures, in cooperation with local agencies to determine means of mitigating the public safety hazard in urbanized areas.

**Responsibility:** City Council, City Manager and Community Development Department

**P.7 Develop, in cooperation with the County and neighboring cities, regulations prohibiting through-transport by truck of hazardous materials on the local street systems and requiring that this activity be limited to State highways.**

**Program 7.1: Interagency Cooperation:** Establish consistent regulations in cooperation with the County and neighboring cities, limiting truck traffic of hazardous materials to State highways.

**Responsibility:** Community Development Department, City Council, City Manager

**Program 7.2: Establish and Enforce Local Hazardous Material Route Plan:** Establish and install signage and publicize routes for hazardous materials transport in the Pleasant Hill Planning Area. Adopt an ordinance designating specific routes within the Planning Area for transport of hazardous materials.

**Responsibility:** Community Development and Police Departments

## ***Policies and Implementation Programs to Reduce Public Health Effects of Hazardous Waste***

**P.8 Reduce Hazards of Transportation, Storage and Disposal of Hazardous Wastes:** Provide measures to protect the public health from the hazards associated with the transportation, storage and disposal of hazardous wastes [TSD Facilities].

**Program 8.1: Cooperation with County:** Promote land use and transportation decisions and other programs in accordance with the County's Hazardous Waste Management Plan.

**Responsibility:** Community Development Department

**Program 8.2: Household Hazardous Waste Program:** Support, improve the convenience of, and obtain permanent funding for a household hazardous waste disposal program.

**Responsibility:** City Manager and Community Development Department

**Program 8.3: Hazardous Materials and Waste Ordinance:** Adopt a Hazardous Materials and Waste Ordinance that defines hazardous waste; hazardous materials; facilitates implementation of State and County hazardous materials; waste regulations and management programs; and require as a condition of City approvals that the Fire District be notified of all hazardous substances that are transported, stored, treated or released accidentally into the environment.

**Responsibility:** Community Development Department

**P.9 CEQA Review of proposed TSD Facilities:** Facilitate thorough environmental review for Hazardous Waste TSD Facilities proposed in the County, since the potentially significant, widespread and long term impacts on public health and safety of these facilities do not respect jurisdictional boundaries.

**Program 9.1:** Request that the Environmental Review of proposed hazardous waste TSD facilities shall, at a minimum, contain the following analysis and information:

- a) A worst case generic description, estimating the number, type, scale, scope, location and operating characteristics of proposed TSD facility(ies) based on the projected volumes and types of hazardous waste. Data from existing facilities regarding the probability of accidents, spills, and explosions should be documented and included;
- b) An assessment of risk resulting from the accidental release, fire, and explosion of hazardous waste. This assessment should take into account all phases of operation including transport, storage, and treatment. The assessment of risk should include the probability of occurrence and magnitude of impact;
- c) Quantitative estimates of air emissions, by applying emissions rates of existing facilities to the future volumes of hazardous waste, and identifying emissions for incinerator facilities under worst case circumstances;
- d) An assessment of non-incineration alternatives for hazardous waste treatment such as chemical dechlorination for the detoxification of PCB's, dioxins, solvents and pesticides; photolysis; and biological treatment; and
- e) Review of the operating characteristics of proposed TSD facilities, taking into account maintenance and operating procedures, emissions monitoring and safety devices to assure the ongoing enforceability of the mitigating measures that are required.

**Responsibility:** Community Development Department

**P.10 Secondary Containment Facilities:** Industries and businesses which store or process hazardous materials shall provide secondary containment facilities and a buffer zone between the installation and property boundaries sufficient to protect the public health and safety.

**Program 10.1: Revise the Zoning Ordinance:** Require secondary containment facilities and a buffer zone adequate to protect public health and safety on properties with hazardous materials storage and/or processing activities.

**Responsibility:** Community Development Department

## **Policies and Implementation Programs Relating to Fire and Police Protection Services**

P.11 Minimize Fire Hazards: Minimize the risks to lives and property due to fire hazards within the Pleasant Hill Planning Area.

Program 11.1: Cooperation with Fire District: Continue to work with the Contra Costa Consolidated Fire District on a regular basis to evaluate development proposals and to enforce the fire code in existing buildings.

Responsibility: Community Development Department

Program 11.2: Fire resistant landscape materials: Require fire-resistant landscaping materials for developments on or adjacent to fire hazard areas, open space and greenbelt areas.

Responsibility: Community Development Department

Program 11.3: Fire resistant roof and exterior materials: Require a greater degree of fire resistivity in roof coverings and exterior building materials for structures within or adjacent to hazardous areas.

Responsibility: Community Development and Building Departments

Program 11.4: Fire Flow Facilities: Continue to require that all new developments be provided with sufficient fire flow facilities at time of permit issuance.

Responsibility: Community Development and Building Departments

Program 11.5: Uniform Fire Code: Continue to update and enforce the City's Uniform Fire Code provisions.

Responsibility: Building Department

Program 11.6: Response Time Maintenance: Prohibit proposed developments not within a five-minute response time of a fire station, unless acceptable mitigations are provided.

Responsibility: Community Development Department

Program 11.7: Wildland Fire Risk Reduction: Cooperate with the California Department of Forestry and the Consolidated Fire District to develop methods of reducing fuel loading in open space and parkland areas.

Responsibility: Community Development and Public Works Departments, Pleasant Hill Recreation and Park District

Program 11.8: Excessive vegetation: Continue to require property owners to clear vacant lots of excessive vegetation.

Responsibility: Community Development and Public Works Departments

Program 11.9: Emergency access routes: Keep emergency routes free of traffic obstacles such as drainage swales, illegally parked vehicles, and garbage dumpsters.

Responsibility: Public Works and Police Departments

P.12 Demand for Police Services: Review development proposals for their demand for police services and implement mitigating measures to maintain the current high standard of police services.

Program 12.1: Police services impact: Consider the impacts on level of police services of large development proposals in the environmental review and planning process. Mitigating measures shall be implemented that may include the levying of police impact fees, if warranted.

Responsibility: Community Development and Police Departments

## ***Policies and Programs to Reduce the Risk of Aviation Hazards***

P.13 Minimize Hazards of Buchanan Field Airport: Minimize the risk to lives and property due to hazards associated with the operation of Buchanan Field Airport.

Program 13.1: Air Navigation Hazards: Deny any development which creates any air navigation hazards due to electrical interference, smoke, glare, intrusion into established height referral area in the County Airport Land Use Commission [ALUC] General Referral Area.

Responsibility: Community Development Department

Program 13.2: ALUC Referrals: Refer all General Plan Amendments, Rezone applications, Specific Plan Amendments within the Buchanan Field Airport Referral Area to the ALUC.

Responsibility: Community Development and Building Departments

P.14 County Airport Planning: Continue to monitor and actively participate in the County's planning efforts for Buchanan Field Airport to ensure that the health and safety of Pleasant Hill residents are protected.

Program 14.1: Airport Advisory Committee: Establish an Airport Advisory Committee reporting to City Council. This Committee shall closely monitor on an ongoing basis environmental and planning documents, proposed lease agreements with scheduled air carriers and other related information pertaining to Buchanan Field and recommend actions to facilitate the health and safety of residents of Pleasant Hill.

Responsibility: City Manager, City Council and Community Development Department

## ***Policies and Implementation Programs to Facilitate Emergency Operations***

P.15 Emergency Operations: Operate efficiently and effectively in the event of a catastrophic emergency.

Program 15.1: Multi-Hazard Functional Plan: Continue to conduct periodic exercises among City staff members and other key personnel of the measures/operations indicated in the Multi-Hazard Functional Plan.

Responsibility: City Manager

Program 15.2: Public Awareness: Develop increased public awareness of the City's Multi-Hazard Functional Plan through descriptive literature, occasional articles in the Outlook, and City Commissions and Committees.

Responsibility: Assistant to City Manager and Community Development Department

Program 15.3: Update Multi-Hazard Functional Plan: Update and modify the City's Multi-Hazard Functional Plan as needed.

Responsibility: Assistant to City Manager and Community Development Department

## The Measurement of Environmental Noise

Noise is generally defined as unwanted sound. What is noise to one person may be music to another. Whether a sound is perceived as noise is a subjective matter that depends on when and where it occurs, what the listener is doing when it occurs, the characteristics of the sounds such as loudness, pitch and duration, and how intrusive it is above background sound levels.

Sound is defined as any pressure variation in the air that the human ear can detect expressed as cycles per second called Hertz [Hz]. Sound audible to the human ear consists of a broad band of frequencies within the range of 20 Hz to 20,000 Hz. Most of the sounds do not consist of a single frequency, but are comprised of a broad band of frequencies differing in the level of intensity.

The intensity, or loudness of a sound, is measured on the decibel scale. A decibel [dB] is a unit of sound energy with the number of decibels a particular noise produces corresponding to the actual amount of energy present in the sound wave. The decibel scale is logarithmic rather than arithmetic. This means that a noise perceived as twice as loud as another has ten times the energy. Consequently, when combining two sounds, the resulting sound level is not the sum of the individual sounds; instead it is only a few decibels louder, depending on the relative intensity of the two sounds. For example if two trucks pass by simultaneously each producing a sound of 90 dB, the likely resulting sound level would be 93 dB, rather than 180 dB, doubling the energy but only slightly increasing the perceived sound level.

There are several decibel scales used to measure sound. The dB[A] weighted scale is biased to simulate human hearing which is most sensitive to mid-range frequencies and less sensitive to the low and very high frequencies. The dB[A] weighted scale compensates for this by giving a decibel increase to higher frequency sounds. In practice, the sound level is measured using a sound level meter incorporating an electrical filter which applies this A-weighting characteristic. All U.S. and international standard standard meters include such a filter. Some typical A-weighted sound levels are shown in *Figure 1*.

To account for human sensitivity to evening and nighttime noise, a further refinement was development of the dB[A] weighted scale. The descriptor is called the Community Noise Equivalent Level or CNEL, which represents the 24-hour average sound levels, with a penalty for evening and nighttime noise. The CNEL computation divides the 24-hour day into three periods: daytime [7:00 am to 7: 00 pm]; evening [7:00 pm to 10:00 pm]; and nighttime [ 10:00 pm to 7:00 am}. Evening sound levels are assigned a 5-dB penalty and nighttime sound levels are assigned a 10-dB penalty prior to averaging with daytime hourly sound levels.

A similar system to the CNEL scale is the Day-Night Average [Ldn]. The Ldn measure is identical to CNEL except that no penalty is assessed for evening noise. The CNEL value is typically less than 1 dB above the Ldn value. Both the CNEL and the Ldn are accepted and complementary methods for describing average annual noise exposure. This General Plan uses CNEL.

## Human Response to Noise

The effects of noise on people can be classified into three general categories:

- subjective effects of annoyance, nuisance, irritability;
- interference with activities such as speech, sleep, and learning; and
- physiological effects such as anxiety or hearing loss.

Research indicates approximately 10% of the population will object to any noise not of their own making and 25% will not react or complain at all, regardless of the level of noise being generated. Noise control measures are most beneficial to the remaining 65% of the population who are neither ultrasensitive nor insensitive to noise. Negative reaction to noise generally increases with the increase in difference between background, or ambient, noise and the noise generated from a particular source such as aircraft, traffic or railroad operations. In general the following rules of thumb are useful to assessing how changes in noise exposure will be perceived;

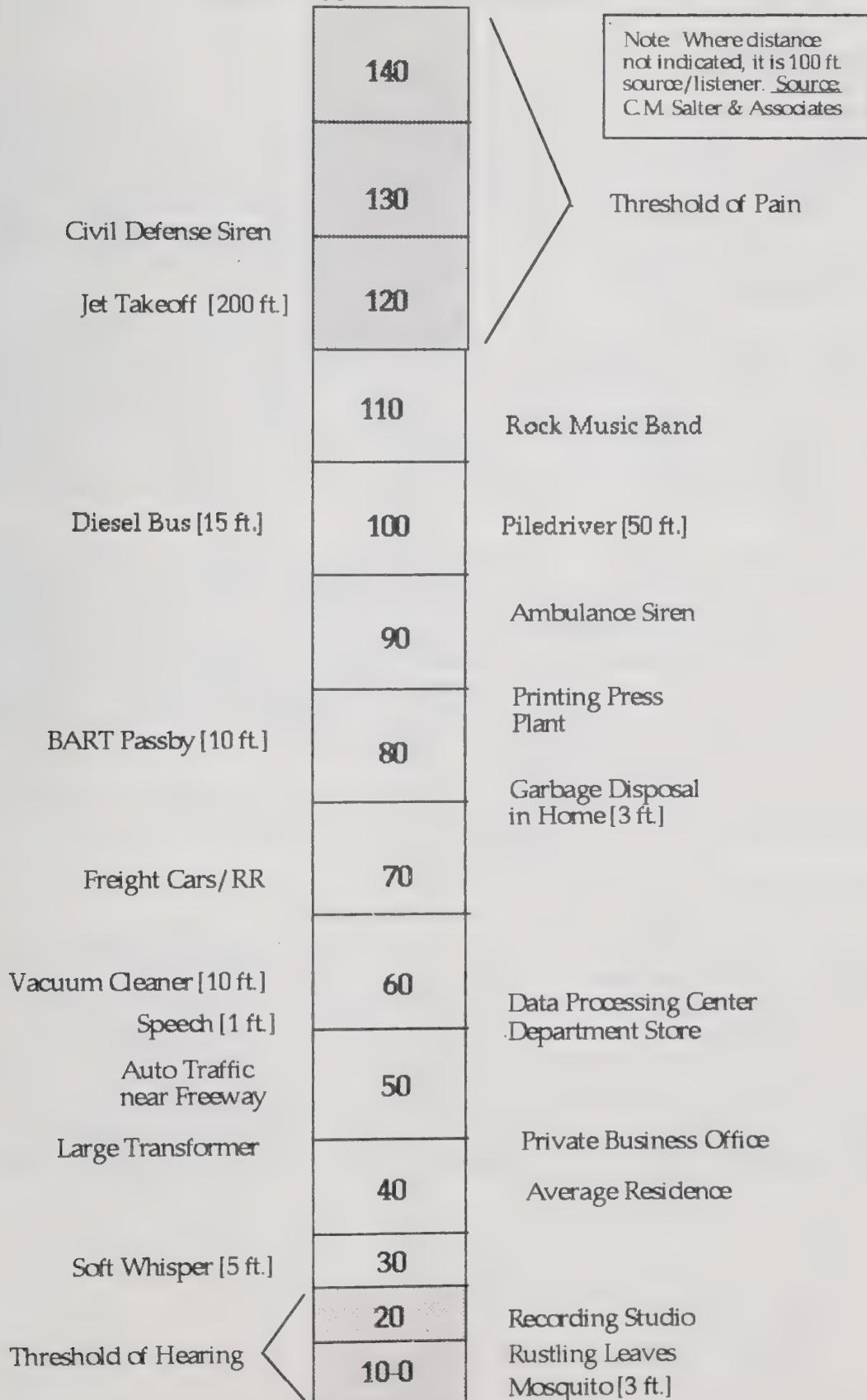
- Except under special conditions, a change of only 1 dBA in sound level cannot be perceived.
- Outside of the laboratory, a 3-dBA change is considered to be just noticeable.
- A change in level of at least 3 dBA is required before any noticeable change in community response would be expected.
- A 10 dBA change is subjectively heard as approximately a doubling in loudness, and almost certainly causes an adverse community response.

Consequently, a reduction in noise levels from 5 to 10 dBA decibels is necessary to appease complaints.

Sleep interference is more difficult to quantify, although studies have shown that progressively deeper levels of sleep require louder noise levels to cause a disturbance. Although no range of noise levels has been established as a minimum range at which sleep disturbance occurs, as a person experiences the deeper stages of sleep, the threshold of noise perception becomes higher. For example, in the second stage of sleep a moderate noise of 30 to 40 dBA will be required to cause wakefulness whereas a person in deep sleep generally would require a noise reaching 50 to 80 dBA to be awakened. The California Office of Noise Control recommends that individual noise events within sleeping areas should not exceed 50 dBA in residential areas exposed to noise levels at 60 Ldn and greater. Interior noise standards of 45 CNEL adopted in this element will protect against sleep interference except in quiet residential areas exposed to loud individual noise events, for example, areas of the City which are underneath the flight path of commercial aviation activities at Buchanan Field Airport.

Noise begins to interfere with learning and job performance at 90 dBA and greater although high frequency and irregular bursts of noise may cause interruption at lower levels. Brief sounds at levels exceeding 70 dBA can produce temporary physiological effects such as constriction of blood vessels, changes in breathing and dilation of the pupils. Steady noises at 90 dBA have been shown to increase muscle tension and adversely affect simple decision making. Long term exposure to levels exceeding 70 dBA can cause hearing loss.

Figure 1: Typical Sound Levels



## Existing and Future Conditions

### Existing Noise Levels

The noise sources that are to be included in community noise contour mapping are listed by Government Code § 65302 and include: highways and freeways; primary arterials and major local streets; passenger and freight railroad operations and ground transit systems; airport operations; industrial operations; and other stationary sources identified by the local agency as contributing to the community noise environment. These maps were developed in conformance with State requirements, using CNEL noise contours. The references and assumptions used in preparing the CNEL noise contours for the Pleasant Hill Planning Area are described in Appendix C to the Master Environmental Assessment [MEA].

The current noise levels in the City's Planning Area is described in *Map VIII-6: Current Noise Levels*. The CNEL contours in this map were based on noise levels generated by motor vehicle traffic on all of the highways, primary arterials, and major local streets in Pleasant Hill and by aircraft operations at Buchanan Field Airport. The principal sources of noise in the community are from vehicular traffic and from Buchanan Field Airport. As the level of commercial aviation activity increases, it would be advisable to carry out additional noise monitoring in areas adjacent to Buchanan Field Airport to provide updated and more accurate noise data than that obtained through computer modelling.

The principal noise source continues to be vehicular traffic on the I-680 freeway and on City streets. The CNEL contours in *Map VIII-6* indicate that 75 dBA CNEL occurs along the I-680 freeway, and that major thoroughfares, including Contra Costa Boulevard, Taylor Boulevard and Pleasant Hill Road, generate a CNEL of 70 dBA 100 feet from their centerlines. The noise contours indicated by *Map VIII-6* do not account for the reduction in noise provided by barriers and other features such as depressed roadway sections. Areas located immediately behind roadside sound barriers typically experience a 10 dBA reduction in noise level. Most of the planning area, however, and particularly the central and western sections of Pleasant Hill, experiences a relatively quiet environment with outdoor noise levels less than 55 dBA CNEL.

To reduce noise from vehicular traffic the City has encouraged the construction of barriers or sound walls. Barriers can take many forms, but generally fall into two categories:

1. Distance barriers such as landscaped setbacks; and
2. Solid barriers, or sound walls, made of concrete, wood or earth.

Distance barriers provide noise reduction in relation to the length of separation between the source and the receiver. In general, the sound level is reduced by half for every doubling of distance from the source. Distance barriers can also provide the opportunity for landscaping which visually isolates the source of noise. This type of barrier is most appropriate for new construction. Solid barriers are effective in reducing noise in areas where existing development precludes the use of a distance barrier. These types of barriers have two drawbacks; their cost and their aesthetic appearance. The cost of solid barriers is high and can only be afforded if other governmental agencies provide grants or the homeowners form an Assessment District. Aesthetically, solid barriers are least intrusive when they are situated along freeways and major highways, rather than on either side of local streets.







City of Pleasant Hill

MAP VIII-6

**Current Noise Levels and Existing Barriers**

- 75 dBA, CNEL
- - - 70 dBA, CNEL
- ... 65 dBA, CNEL
- 60 dBA, CNEL
- Existing Noise Barrier

Source: Adapted from ESA

MAP VIII-6



NORTH



Several sound walls have been built in the City using State and Federal funding: along I-680 and North Main Street; along I-680 adjacent to east Sherman Acres; along Monument Boulevard; and along Buskirk Avenue. Additional sound walls are required along the south side of Willow Pass Road, between Contra Costa Boulevard and I-680. Portions of I-680 which will be widened that have sound walls will be rebuilt with new sound walls.

Buchanan Field Airport, which is owned and operated by the County, constitutes one of the principal noise sources in the City's Planning Area. The City's control over the airport is limited because it is under the jurisdiction of Contra Costa County and the Federal Aviation Administration. Ambient noise levels at Diablo Valley Junior College, and the residential areas to the north and in Pacheco, are affected by the commercial and general aviation activities at Buchanan Field which are projected to increase to 245,500 total annual aircraft operations by the year 1992 and up to 310,000 total annual aircraft operations by the year 2010. Moreover, the assigned arrival flight path utilized in times of limited visibility permits flight paths at relatively low altitudes over many Pleasant Hill residential areas and schools.

The County completed a FAA sponsored Noise Compatibility Program for Buchanan Field to develop measures to reduce noise impacts. Although the study concluded that there were no residential areas in Pleasant Hill within the 60 dBA CNEL contours for both existing and 1992 projected aviation activity, the program acknowledges the averaging measure of the CNEL contour does not take into consideration single-event aircraft noise levels which is the primary cause of sleep interference. Indeed, the major source of aircraft noise complaints, to both the City and the County Noise Complaint Hotlines, comes from areas outside of the 60 dBA CNEL contour, primarily from the residential areas of Pleasant Hill and Pacheco in the vicinity of Buchanan Field.

The Noise Compatibility Program recommended a number of measures to prevent CNEL measured noise from increasing, despite anticipated increases in the volume of commercial flights at Buchanan Field. Included in these recommendations were: operational measures restricting helicopter operations, preferential runway use and limiting touch and go operations; management measures including a Noise Abatement Ordinance; an ongoing airport noise monitoring program; and land use regulations involving aviation easements and development controls. A summary of these implementation measures is presented in *Table 2*. The success of the Noise Compatibility Program depends on continued commitment by the County and surrounding jurisdictions to vigorously implement and enforce its provisions.

Noise generated by industrial operations is insignificant since there is very little industrially designated land within the City's Planning Area. The industrial activities consist typically of relatively small light manufacturing and assembly enterprises, distribution centers and other activities which generate a negligible level of outdoor sound. The sound generated by the Bay Area Rapid Transit System [BART], which has a station in Pleasant Hill's Sphere of Influence, generates 63 dBA at a distance of 100 feet from an elevated fill section and about 65 dB 100 feet from an elevated section on a concrete structure. The sound level is reduced to 60 dBA 200 feet from the track over fill and 300 feet where the track is on an elevated structure. Although these figures were measured in Walnut Creek, they are typical for areas adjacent to BART tracks in Pleasant Hill where the track is similarly configured.

Table 2: Buchanan Field Noise Compatibility Program: Implementation Schedule

PROGRAM ELEMENTS	SHORT-RANGE IMPLEMENTATION (THROUGH 1993)	MEDIUM-RANGE IMPLEMENTATION (1994-2000)	LONG-RANGE (2001-2010)
<u>OPERATIONAL MEASURES</u>			
TRAFFIC PATTERNS	SET AND MAINTAIN LOCAL TRAFFIC PATTERN ALTITUDES	REVIEW COMPLIANCE, ASSESS NEEDS	
PREFERENTIAL RUNWAY USE	ESTABLISH PREFERENTIAL ARRIVAL AND DEPARTURE RUNWAYS	•	•
AIRCRAFT DEPARTURES	ESTABLISH DEPARTURE PROCEDURES	•	•
TOUCH-AND-GO OPERATIONS	ESTABLISH TOUCH AND GO PROCEDURES	•	•
INTERSECTION DEPARTURES	ESTABLISH AND IMPLEMENT POLICIES/PROCEDURES	•	•
AIR TRAFFIC CONTROL	COORDINATE WITH ATCT PERSONNEL	REVIEW PROGRESS, ASSESS NEEDS	
INSTALL VASIS	MAKE APPLICATION TO FAA FOR INSTALLATION	CONTINUE IMPLEMENTATION, IF NEEDED	
HELICOPTER OPERATIONS	ESTABLISH AND IMPLEMENT POLICIES/PROCEDURES	REVIEW COMPLIANCE, ASSESS NEEDS	
<u>MANAGEMENT MEASURES</u>			
SIGNS	INSTALL AND MAINTAIN NOISE ABATEMENT ADVISORY SIGNS	REVIEW STATUS, ASSESS NEEDS	
NOISE ABATEMENT ADVISORIES	PRINT AND DISTRIBUTE NOISE INFO, INCLUDE NOISE ABATEMENT PROVISIONS	•	•
COMPLIANCE	CONTINUE TO MONITOR AND NOTIFY VIOLATORS	REVIEW COMPLIANCE, ASSESS NEEDS	
FLIGHT TRAINING	INCLUDE NOISE ABATEMENT IN TRAINING CURRICULUM	REVIEW PROGRESS, ASSESS NEEDS	
RELEIVER AIRPORT	CONTINUE WITH BYRON AIRPORT DEVELOPMENT	•	•
NOISE MONITORING	ACQUIRE AND UTILIZE NEW PORTABLE NOISE MONITORING UNIT	CONTINUE UTILIZATION, AS NECESSARY	
AIRPORT LEASE/DEVELOPMENT	LIMIT NEW FACILITIES AND BASED AIRCRAFT TO APPROVED LEVELS	REVIEW PROGRESS, ASSESS NEEDS	
INTERAGENCY COORDINATION	ESTABLISH PROCEDURES AND IMPLEMENT	REVIEW AND EVALUATE PROGRAM	
PUBLIC INFORMATION	ESTABLISH AND IMPLEMENT PROGRAM	•	•
FAR PART 36 COMPLIANCE	CONTINUE TO LOBBY FOR IMPROVEMENTS	•	•
NOISE MANAGEMENT SYSTEM	ACQUIRE AND INSTALL PERMANENT SYSTEM	MAINTAIN/UPGRADE SYSTEM	
COMMUNITY RELATIONS/NOISE OFF.	CREATE POSITION AND HIRE PERSON	EVALUATE EFFECTIVENESS, ASSESS NEEDS	
AIRPORT NOISE ORDINANCE	ADOPT AND IMPLEMENT NOISE ORDINANCE	•	•
LIMIT AIRPORT ACTIVITY	Maintain and Enforce Existing Access Plan	•	•
LIMIT AIRPORT NOISE	USE 1987 NEM AS BASELINE TO LIMIT FUTURE NOISE	•	•
NIGHT/MORNING OPERATIONS	REVIEW PROPOSALS AND LIMIT OPERATIONS	•	•
PILOT AWARENESS	PUBLISH AND DISTRIBUTE NOISE ABATEMENT INFORMATION	REVIEW AND EVALUATE PROGRAM	
RULES AND REGULATIONS	INCLUDE NOISE ABATEMENT IN AIRPORT RULES AND REGULATIONS	•	•
NOISE MODELING	PERIODICALLY PREPARE AND REVIEW AIRPORT NOISE CONTOURS	•	•
<u>LAND USE MEASURES</u>			
DEVELOPMENT CONTROLS	REQUIRE INSULATION IN AREAS SUBJECT TO NOISE AND OVERFLIGHT	REVIEW AND EVALUATE PROGRAM	
LAND USE GUIDELINES	ADOPT AND IMPLEMENT FAR PART 150 LAND USE GUIDELINES	•	•
REVISE GENERAL PLANS	PRECLUDE NEW OR REDEVELOPED HOUSING FROM AREAS OF HIGH NOISE OR OVERFLIGHT	•	•
REVISE SUBDIVISION ORDS.	REQUIRE NOISE INSULATION/EASEMENTS WITHIN CNEL 60 dB CONTOUR, REQUIRE ACOUSTICAL STUDIES WITHIN CNEL 65 dB	•	•
CLEAR ZONE PLAN	ADOPT CLEAR ZONE AND SAFETY AREA RECOMMENDATIONS	•	•
AVIGATION EASEMENTS	REQUIRE AVIGATION EASEMENTS FOR NEW DEVELOPMENT IN AIRPORT ENVIRONS	•	•
UPDATE ALUC PLAN	UPDATE AREA OF INFLUENCE AND PRIMARY PLANNING AREA BOUNDARY	•	•

(EVALUATE AND UPDATE PROGRAM, AS NECESSARY)

## Future Noise Levels

Future increase in noise levels will be largely attributable to vehicular traffic. The projected noise levels for the year 2005 are contained in *Map VIII-7* indicate that most Pleasant Hill streets will experience a relatively small increase in noise. The City's principal streets listed below, however, are projected to experience a significant increase in noise of over 5 dBA CNEL:

Grayson Road;  
Gregory Lane;  
Oak Park Boulevard;  
Geary Road;  
Cleaveland Road;  
Pleasant Hill Road; and  
Taylor Boulevard.

At build-out it is anticipated that residences adjacent to the above streets will be exposed to excessive noise levels, defined as those over 60 dBA CNEL. In particular, residences near the proposed Cleaveland Road extension to Oak Park Boulevard would experience increased noise if mitigating measures such as sound walls are not implemented. The majority of the projected increase in community noise levels result from an increase in regionally-generated through-traffic, over which Pleasant Hill has little control. The appropriate response presented in this Element is to implement a variety of noise-mitigating measures and, where possible, condition future residential development to limit noise exposure.

## Noise and Land Use Compatibility Standards

The most effective means of controlling noise is to prevent the development of incompatible land uses, rather than implementing after-the-fact techniques, such as sound walls or additional residential sound-proofing. The objective of the Noise and Land Use Compatibility Standards is to provide an acceptable community noise environment and to minimize noise-related complaints from residents. These Standards should be used in conjunction with *Map VII-7: Future Noise Exposure Levels* to identify developments and land uses which may require special treatment to minimize noise exposure. Homes should not be permitted near a freeway, for example, unless mitigation measures can effectively reduce noise exposure to acceptable levels





MAP VIII-7



**Scenic Route:** Is a road or street, or a section thereof which provides interesting views or vistas of the surrounding areas and which is protected and enhanced by policies and programs contained in the General Plan. Scenic Corridors are similar to Scenic Routes, but have less stringent protective measures.

**Section 8 Rental Assistance Program:** A federal rent subsidy program operated by HUD which is the main source of federal housing assistance for low-income households. The program operates by providing 'housing assistance payments' to owners, developers, and public housing agencies to make up the difference between the 'Fair Market Rent' of a unit which is set by HUD and the household's contribution towards the rent which is calculated at 30% of the household's adjusted gross monthly income. Section 8 includes programs for new construction, existing housing, and for housing rehabilitation.

**Shared Housing Program:** A voluntary program where persons, usually senior citizens, share their home with others to reduce the cost of housing and to provide companionship.

**Slope:** Land gradient described as the vertical rise divided by the vertical run expressed as a percent.

**Solar Access:** The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

**Solid Waste:** A general category of waste materials that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, wood and other building materials, soil, rubber and yard waste. Typically 75% of solid waste in suburban communities is comprised of organic materials.

**Strip Development** is generally defined as commercial development of shallow depth, limited to the parcels fronting the street and extending in a linear manner for a considerable distance, and dependent on vehicular access and exposure to a roadway.

**Trees, Heritage:** Trees which are significant in their age, size and location which are protected by the City's Heritage Tree Program.

**Trees, Street:** Trees which are planted parallel to streets in parkways strips or medians to enhance the visual quality of the street.

**TSM (Transportation Systems Management)** is a broad term referring to the efficient use of all types of transportation by utilizing non-roadway improvement measures such as ridesharing, flexible and staggered working hours, bicycling, telecommuting, and other means of reducing work-related automobile trips, particularly in vehicles occupied by only one person.

**Use:** The type and density of structures and activities which can occur on a given parcel of land as defined in the City's General Plan and Zoning Ordinance.

**Zoning:** The division of a City by legislative regulation into areas or zones which specify allowable uses for real property and size restrictions for buildings within these areas. Zoning regulations must be in conformance with the General Plan.

**Geologic Review:** The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, landslide, liquefaction, and the potential for erosion and sedimentation.

**Hazardous Material:** An injurious substance, including but not limited to, pesticides, herbicides, poisons, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals, and radioactive materials.

**Household Income Definitions.** Very Low income households are those that earn less than 50% of the median income. Low income households earn less than 80% of median income. Moderate income households earn between 80 and 120% of median income. Above moderate income households earn over 120% of median income.

**Housing Unit:** The place of permanent residence of a household which customarily has a kitchen, a bathroom and a place to sleep. A housing unit may be a single family home, a condominium, a modular home, a mobile home, a cooperative, or a multifamily dwelling or any other residential unit considered real property under State law.

**Inclusionary Unit** is an Affordable Housing Unit built as a part of a housing development consisting of predominantly market rate housing units. Inclusionary Units are built to satisfy the requirements of a Density Bonus given to the developer and/or to satisfy the requirement of the Inclusionary Housing Ordinance which specifies that all residential developments over 5 units shall build at least 10% of their housing units as Below Market Rate Units.

**Local Street:** Local streets are intended to provide direct access to residential, commercial, industrial or other abutting land. These streets should serve local traffic movements and are not intended to handle through traffic.

**Mitigate:** To alleviate, ameliorate, or reduce the effects of an action. According to CEQA, mitigations include : avoiding an impact by not taking a certain action or parts of an action; minimizing an impact by limiting the degree or magnitude of the action; rectifying an impact by repairing, rehabilitating, or restoring the environment affected; reducing or eliminating an impact by preserving and maintaining operations during the life of the action; and compensating for an impact by replacing or providing substitute resources or environments.

**Noise Contour:** A line connecting points of equal noise level as measured on the same scale. Noise levels greater than 60 dBA require noise attenuation in residential development.

**Paratransit:** A non-fixed route transit service. In general this type of transit service operates to meet the needs of handicapped or elderly persons and uses a dial-a-ride system to respond to transportation requests of patrons.

**Pedestrian Pathways** are asphalt or other impervious surface treated paths for the exclusive use of pedestrians. In some low density residential areas, pedestrian pathways can be substituted for more traditional curb gutter and sidewalk configurations.

**Rare or Endangered Species:** A species of plant or animal listed in: Section 670.2 or 670.5 Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened or endangered.

**Regional Fair Share Housing Needs** is the City's share of the regional need for housing which is determined by ABAG pursuant to Gov't. Code § 65584. The following six factors are taken into consideration in the calculation of the Fair Share Housing Need which is also called Local Housing Needs Determinations: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; type and tenure of existing housing; and farmworker housing needs. Each City needs to demonstrate that it is making a genuine effort to achieve these housing needs.

**Ridgeline:** A line connecting the highest points along a ridge.

**Riparian Corridor** refers to that area adjacent to a watercourse which comprises the natural habitat for plants and animals dependent on proximity to the watercourse, and includes but is not limited to the banks of rivers, canals, creeks and perennial streams.

**Buffer Zone:** An area of land separating two distinct land uses which acts to soften or to mitigate the effects of one land use on the other.

**Build-Out** is the total number of residential units than can be constructed in an City or a portion of a City and is usually calculated by multiplying the maximum permitted residential density defined by the Zoning Ordinance by the acreage of vacant or developable land.

**California Environmental Quality Act [CEQA]:** A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for an adverse environmental impact, an Environmental Impact Report [EIR] must be prepared.

**Caltrans:** California Department of Transportation.

**Capital Improvement Program:** A Program administered by City government and reviewed by the Planning Commission, which schedules permanent improvements one to five years into the future.

**Channelization:** The straightening and/or deepening of a watercourse for purposes of storm runoff control. Channelization often includes lining of stream banks with a retaining material such as concrete.

**Collector:** Streets link small areas of neighborhoods to the arterial street system. They also carry much of the through traffic within residential, industrial, and commercial areas and serve to connect adjacent neighborhood. An important part of their function is to provide access to abutting property.

**Community Noise Equivalent Level [CNEL]:** A 24-hour equivalent level derived from a variety of single noise events, with weighing factors of 5 dBA and 10 dBA applied to the evening [7:00 to 10:00 pm] and nighttime [10:00 pm to 7:00 am] periods, respectively, to allow for the greater sensitivity to noise during these hours.

**Condominium Conversion** is the change in ownership of a property to a Condominium.

**Condominium:** A form of ownership of real property where the title includes the dwelling unit and joint ownership in the common grounds. The California Department of Real Estate regulates condominiums.

**Critical Facility:** Facilities housing or serving many people which are necessary such as hospitals, fire, police, and emergency service facilities, utility 'lifeline' facilities, such as water, gas, and electrical supply, sewage disposal and communications and transportation facilities.

**dB and dBA:** Decibel is a measurement of the intensity of sound as it is heard by the human ear. The decibel measuring scale is logarithmic. Zero [0dB] on the scale is the lowest sound level that the human ear can detect under very quiet conditions, and it is referred to as the threshold of human hearing. The 'A-weighted scale' for measuring sound in decibels weighs the sound level to reflect the manner in which human hearing perceives different frequencies of sound.

**Density Bonus** is an increase in the maximum residential density which is usually expressed in number of units per acre of land, defined by the Zoning Ordinance. Such an increase over the maximum residential density is permitted by Govt. Code § 65915-65918 for the provision of additional low to moderate-income housing units and other amenities.

**Downtown:** Refers to the business and commercial center of Pleasant Hill, and is defined as the area bounded by I-680 , Cleaveland Road, Boyd Road and Woodsworth Lane.

**Expressway:** The expressway is a divided roadway with access provided only at signalized intersections or interchanges. It is intended to serve the same function as a freeway in areas where higher capacity and costly freeway design are not feasible. It differs from a freeway in that it may have a few or no grade separations. Because of this lack of grade separation, the expressway generally has more access points and thus typically is more useful for short-range trips than the freeway.

**Freeway:** A freeway is a divided highway with full-control of access. Complete separation of conflicting traffic movements is provided. It is thus the highest form of roadway design, and is intended to provide for the expeditious movement of large volumes of traffic between, across, around or through a city, area, or a region. It is not intended to provide access to abutting land.

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## GLOSSARY

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**ABAG** stands for Association of Bay Area Governments which is the regional planning agency for the nine county San Francisco Bay region. ABAG has been mandated by the State Government to develop the Regional Fair Share Housing Needs for each local agency in the nine county Bay Area.

**Acres, Gross:** The entire acreage of the site.

**Acres, Net:** The portion of a site remaining after public or private rights-of-way are subtracted from the total acreage which is used for density calculations.

**Affordable Housing:** Housing capable of being purchased or rented by households with an income equal to or less than the Contra Costa County Median Income when the household pays less than 30% of its gross monthly rent on housing, including taxes, insurance and utilities.

**Affordable:** Capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. The household income levels for each income category [very low, low, moderate etc.] are established by HUD, the Federal Department of Housing and Urban Development. Housing is considered affordable when a household pays no more than 30% of its gross monthly income for housing.

**Agency:** A governmental entity, office, or administrative unit responsible for carrying out regulations.

**Architectural Review Commission [ARC]:** The ARC is a five-member commission appointed by the City Council to review the site plans, elevations and landscaping plans for projects within the City.

**Arterial:** The primary function of an arterial is to provide for (1) traffic movement between areas and across portions of a city,(2) direct service to principal traffic generators, and (3) a connection to the freeway-expressway system. A subordinate function of arterials is the provisions of direct access to abutting land. Since the primary function of this street type is to provide for the movement of vehicles rather than afford access to abutting land or temporary parking for vehicles, arterial streets are typically subject to regulation and control of parking, turning movements, entrances, exits, and curb use where conditions warrant. Control of access may also be required at some locations.

**Average Daily Traffic:** The average number of vehicles traversing a road at a given point over a twenty-four hour period.

**Below Market Rate Housing Unit [BMR]:** Any housing unit built to be specifically sold or rented to very low, low or moderate-income households for an amount less than the fair market rent or value of the unit.

**Below Market Rate Unit** is a housing unit which is rented or offered for sale at a price which is less than market value and which is affordable to households with an income equal to or less than 120% of the median income for Contra Costa County.

**Benefit Assessment District:** An area within a public agency's boundaries which receives a special benefit from the construction of a public facility. A benefit assessment district has no legal life of its own and cannot act by itself.

**Bicycle Lane:** A corridor reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles. Identified by the State as a Class II facility.

**Bicycle Path:** A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping. Identified by the State as Class I facility.

**Bicycle Route:** A facility shared with motorists and identified only by signs. A bicycle route has no pavement markings or lane stripes. Identified by the State as a Class III facility.

**Bikeways:** A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.



## **Definitions**

1. Primary Surface: A surface longitudinally centered on a runway is called a “primary surface.” When the runway is paved the primary surface extends 200 feet beyond each end of the runway. The width of the primary surface varies between 250 feet and 1,000 feet depending on the type of approach.
2. Horizontal Surface: A “horizontal surface” is a horizontal plane 150 feet above the established airport elevation, the perimeter of which is constructed by swinging arcs of specified radii from the center of the primary surface of each runway and connecting the adjacent arcs of lines to tangent to those arcs.
3. Conical Surface: A surface extending outward and upward from the periphery of the horizontal surface at a slope of 20 to 1 for a horizontal distance of 4,000 feet is known as a “conical surface.”
4. Approach Surface: A surface longitudinally centered on the extended runway centerline and extending outward and upward from each end of the primary surface is called an “approach surface.” It is applied to each end of a runway based on the type of available or planned approach.
5. Transitional Surfaces: These surfaces extend outward and upward at right angles to the runway centerline plus runway centerline extended at a slope of 7 to 1 from the sides of the primary surface and from the slides of the approach.

FIGURE 3

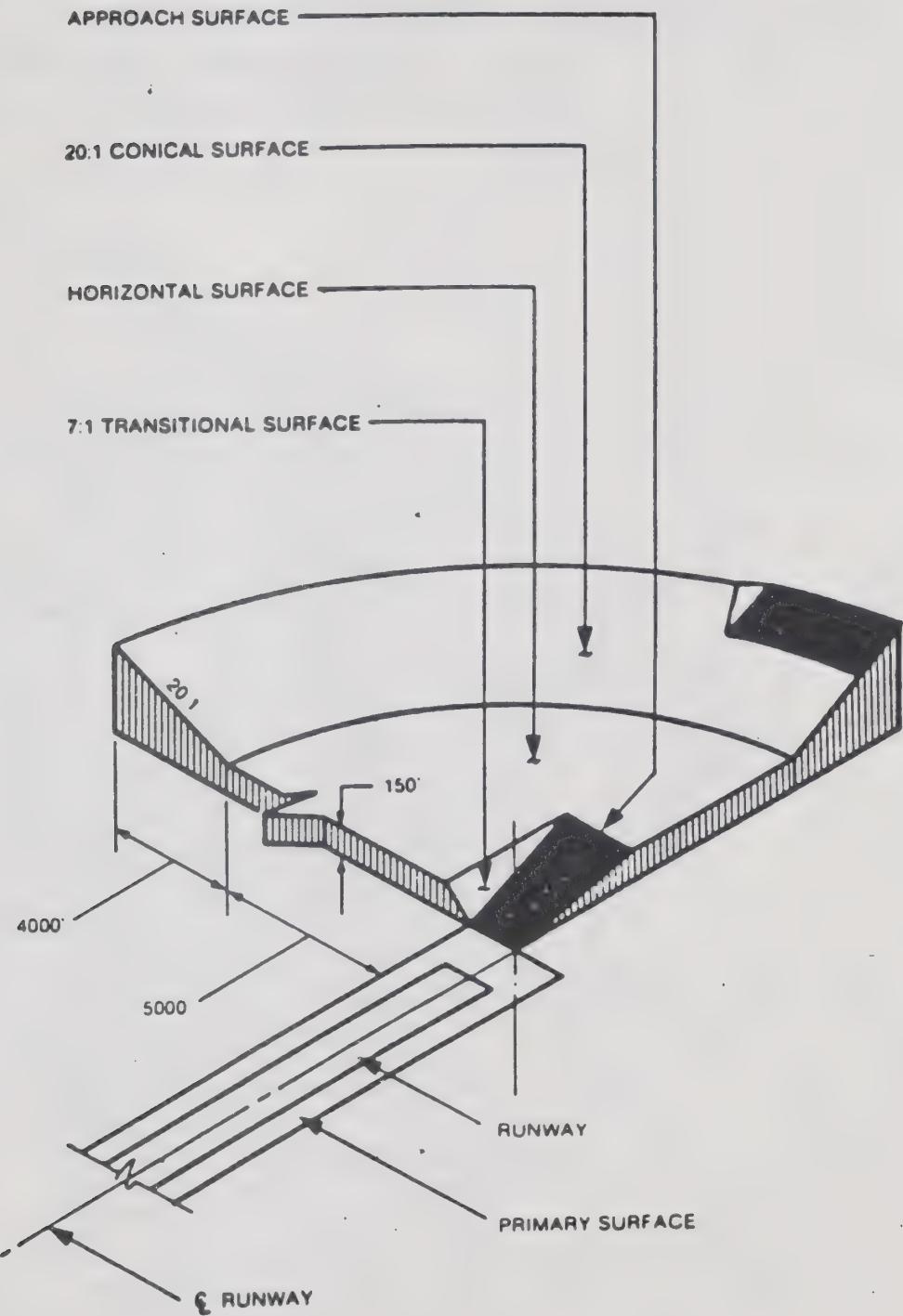
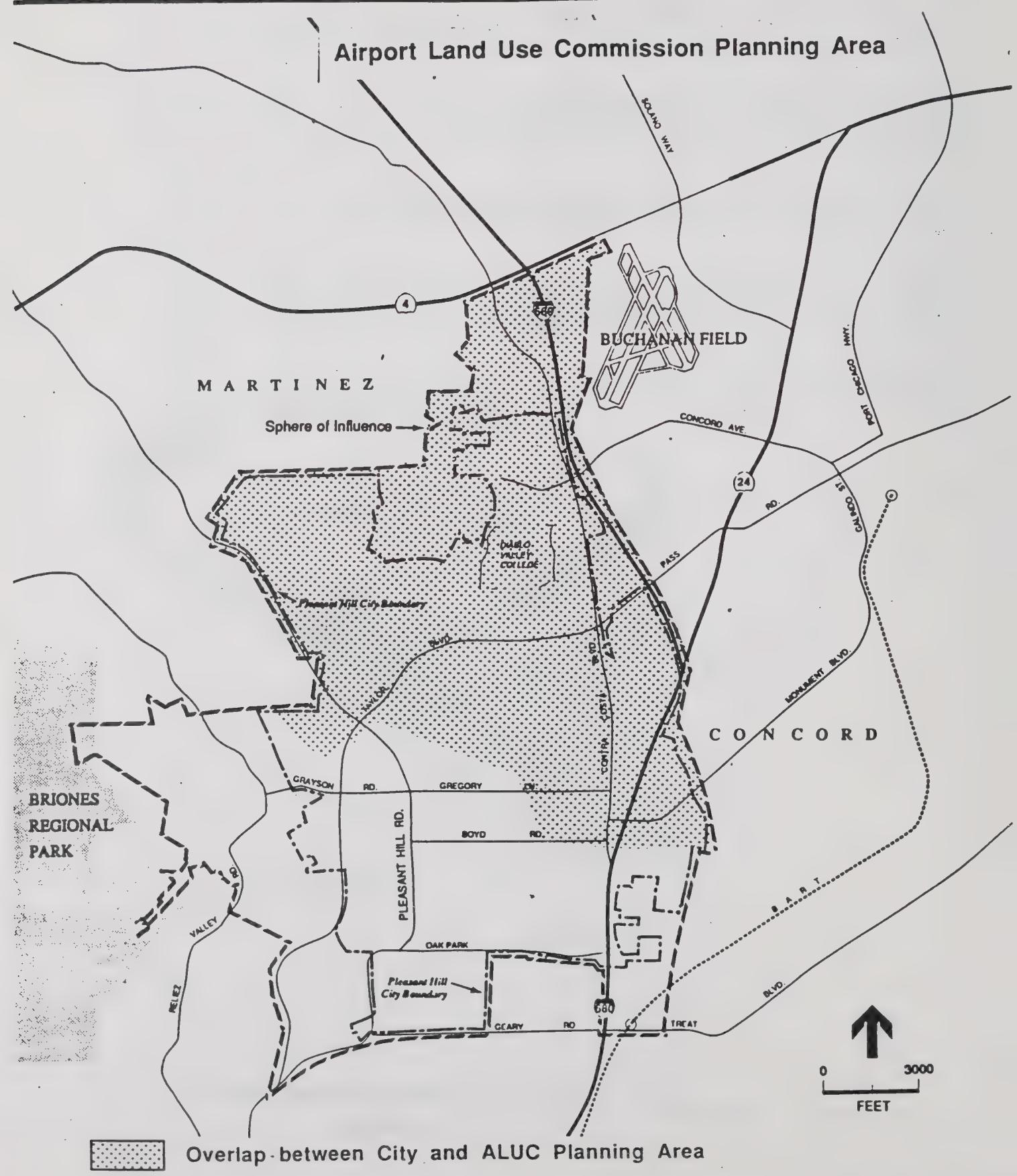
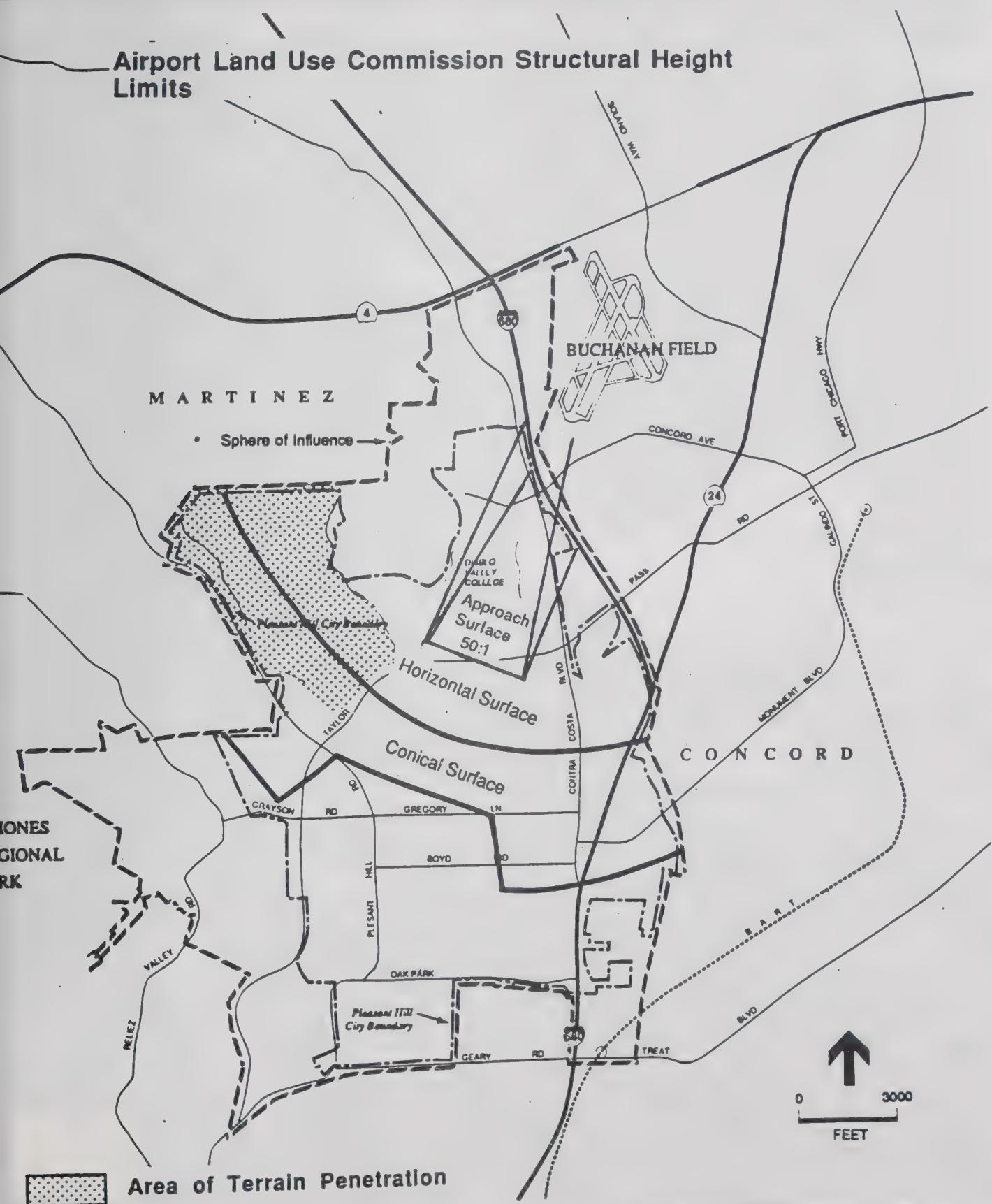


Figure 3: PART 77 CIVIL AIRPORT IMAGINARY SURFACES  
Isometric View

## Airport Land Use Commission Planning Area

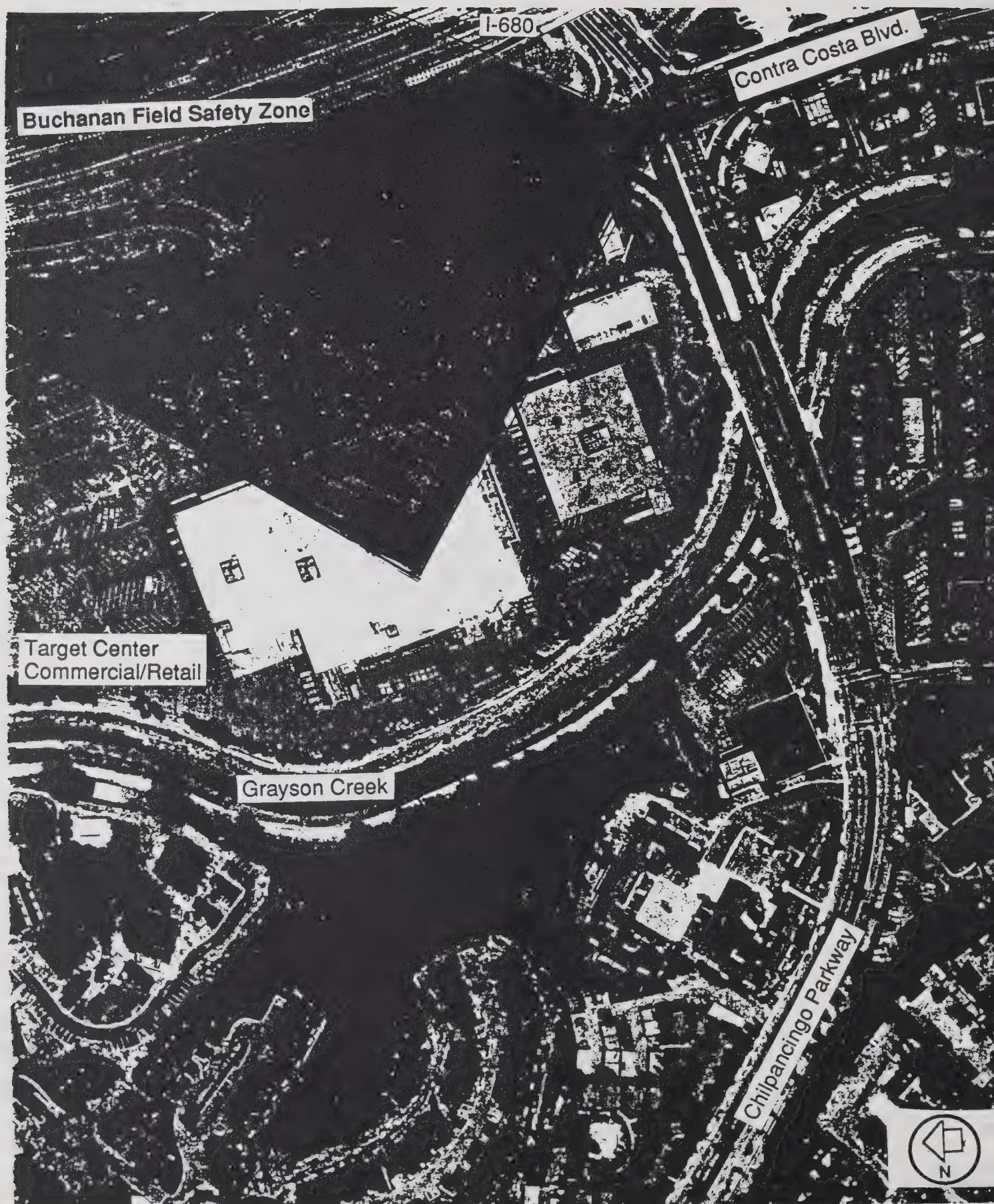


**Airport Land Use Commission Structural Height Limits**



# Buchanan Field Safety Zone

MAP VIII-9



- d] An exterior building materials reflectivity analysis should be required for those structures likely to impose reflectivity concerns based upon review of proposed types of building materials, building height, and building location and use on site. Reflectivity studies should address the potential for pilot and airport operation interference resulting from reflected sunlight, and any other subject areas related to reflectivity which are appropriate. If a reflectivity analysis identifies reflectivity hazards, mitigations shall be required to reduce or eliminate such hazards.
- e] The Airport Land Use Commission may review individual project proposals and transmit advisory comments to the City for projects which are not subject to mandatory ALUC referral under State law, for the purpose of assisting the City; coordinating planning efforts; and providing for orderly development.

**Responsibility:** Community Development Department

Program 3.2: ALUC Referrals: Refer all proposed General Plan and Zoning Ordinance Amendments, Specific Plans, and Variance applications to maximum structural height requirements within the ALUC Planning Area to the ALUC.

**Responsibility:** Community Development Department

P.4 **County Airport Planning:** Monitor and actively participate in the County's planning efforts for Buchanan Field Airport to ensure that the health and safety of Pleasant Hill residents are protected.

Program 4.1: Airport Advisory Committee: Establish an Airport Advisory Committee reporting to City Council. This Committee shall closely monitor on an ongoing basis environmental and planning documents, proposed lease agreements with scheduled air carriers and other related information pertaining to Buchanan Field and recommend actions to facilitate the health and safety of residents of Pleasant Hill.

**Responsibility:** City Manager and Community Development Department

## ***Policies and Implementation Programs***

**P.1 Incompatible Uses in the Safety Zone:** Protect the airport safety zone in the vicinity of Chilpancingo Parkway and Contra Costa Boulevard, as indicated on Map **VIII-9** by establishing the following incompatible uses;

- a] Any light source which would direct a steady light flashing light of red, white, green, or amber color associated with airport operations toward an aircraft engaged in an initial straight climb following takeoff, or toward an aircraft engaged in a straight final approach toward landing at Buchanan Field Airport, other than an FAA-approved facility.
- b] Any construction which would generate smoke or which would attract large concentrations of birds, or which may otherwise adversely affect safe air navigation within a safety zone.
- c] Any use which would generate electrical interference that would be detrimental to the operation of aircraft and/or aircraft instrumentation.
- d] Any use which would utilize or cause to be stored highly toxic, inflammable or otherwise hazardous materials which, in the event of an aircraft accident, could be released into the surrounding environment to threaten human life and property.
- e] Any use which on a regular basis would result in a density [excluding streets] in excess of 30 persons per acre or 1 person/500 square feet of gross building floor area, whichever is less.
- f] Any of the following uses: new single and multiple family residences; shopping centers; restaurants; schools; hospitals; arenas and other places of public assembly.

**Responsibility:** Community Development Department

**P.2 Recommended Uses in the Safety Zone:** The following uses are suggested for the designated safety zone indicated on Map **VIII-9** agriculture; open space; warehousing; light industry; and parking.

**P.3 ALUC Structural Height Limits:** The ALUC height restrictions, while less restrictive than the City's height limits, are more specific in defining appurtenances such as chimneys, landscaping or antennas. The more restrictive of the ALUC and City height standards shall be applied.

Program 3.1: Apply the City's structural height limits or the structural height limits based on the ALUC Plan, whichever are more restrictive.

- a] Map **VIII-10: Structural Height Limits** defines the maximum structural height in accord with Part 77 of the Federal Aviation Regulation except in areas of terrain penetration. Height limits will be placed on new buildings; appurtenances to buildings; all other structures and landscaping in accordance with the plan except in instances when for reasons of safety the Airport Land Use Commission may impose a more restrictive structural height. When a development is proposed that would penetrate the identified height limit surfaces, a terminal instrument procedures [TERPS] analysis shall be required. The aeronautical analysis should specify the proposed project's potential effect on airport instrument procedures for all runways; the effect on airport utility; and the effect on overall aviation safety. Structure height other than those designated of the Structural Height Limits Map may be approved if, after review of the TERPS analysis, it is conclusively found that there will be no adverse effect on airport safety or utility.
- b] New construction or building exterior alterations located in areas of terrain penetration as defined by the Structural Height Limits Plan are limited to a maximum building height, including appurtenances, to no greater than 45 feet above maximum ground elevation at the site.
- c] Temporary Structures, such as construction cranes or antennae, which would penetrate any adopted height limit surface, may be allowed provided that obstruction lighting and marking is installed on a 2 week notice of temporary structure emplacement as provided by the proponent to the Manager of Airports at Buchanan Field and FAA control tower chief. Time limit restrictions should be imposed on temporary structure emplacement.

Program 4.4: Continue to request that the County proceed with development of a reliever airport to accommodate general aviation training and touch-and-go operations which now take place at Buchanan Field.

#### Responsibility: Community Relations Department

P.5 Limit Airport Noise: Reduce noise levels generated by Buchanan Field Airport by modifying buildings and land uses in identified noise impacted areas.

Program 5.1: Require an acoustic study for any discretionary project near the airport which is within an area that is designated by the Future Noise Levels map to exceed the 60 dBA level. The study should be submitted to the Community Development Department prior to accepting the application as complete.

Program 5.2: Any project in an area near to the airport with a designated noise level of 60 dBA or greater as shown on the Future Noise Levels Map shall be required to attach a statement to any deed, lease, rental agreement, or Covenants, Conditions and Restrictions document pertaining to the use of the property. The statement shall indicate that the property is subject to aircraft overflight and associated noise impacts.

### **Compliance with the Airport Land Use Commission's Plan**

There are potentially significant impacts of Buchanan Field Airport related to safety and noise which are of concern to Pleasant Hill residents. The County's Airport Land Use Commission [ALUC] regulates land use in an area surrounding Buchanan Field which includes a large portion of Pleasant Hill's Planning Area, as indicated in *Map VIII-8: ALUC Planning Area..* The ALUC Plan seeks to improve the safety of the airport by reducing obstacles to air navigation, limiting building heights, exposure of persons on the ground to accident and crash hazards, as well as attempting to reduce interior noise impacts through land use limitations and building standards. In addition, a small area within the City is located in the Safety Zone which has restrictions imposed by the ALUC limiting future increases in the intensity and type of land use as indicated by *Map VIII-9: Buchanan Field Safety Zone.*

The City is required by State law to submit amendments to its general plan and zoning ordinance as well as specific plans within the portion of Pleasant Hill located within the ALUC's Planing Area to the ALUC for their review and determination of consistency with their plan.

The height limits for new construction in Pleasant Hill are well below the maximum permitted by the ALUC Plan. *Map VIII-10* describes the ALUC height limits. State law exempts from ALUC review existing, legally permitted uses which are inconsistent with development restrictions contained in the ALUC Plan.

### **Goals**

Goal 1: To increase the safety and safety of residents within the Pleasant Hill Planning Area affected by Buchanan Field Airport by co-operating with the policies established by the ALUC.

Program 1.3: Require post-construction testing and sign-off by an acoustical engineer for residential and office projects exposed to an CNEL in excess of 65 dBA to ensure compliance with applicable exterior and interior standards contained in the Noise and Land Use Compatibility Standards.

Responsibility: Community Development Department

P.2 Reduce Outdoor Noise in Existing Residential Areas: Reduce outdoor noise in existing residential areas where economically and aesthetically feasible.

Program 2.1: Enforce the City's Noise Control Ordinance.

Responsibility: City Code Enforcement Officer

Program 2.2: Verify projected noise levels with noise monitors at locations adjacent to residential and other noise sensitive areas where traffic volumes increase by over 50% from baseline noise data.

Responsibility: Community Development and Public Works Departments

Program 2.3: Consider and carefully evaluate the noise impacts of all street, highway and other transportation projects.

Responsibility: Community Development and Public Works Departments

Program 2.4: Continue to seek State and Federal funding to construct noise barriers where impact of noise can be significantly reduced, including the south side of Willow Pass Road across from Sun Valley Mall.

Responsibility: Community Development Department in cooperation with the City of Concord which has jurisdiction over that portion of Willow Pass Boulevard.

Program 2.5: Establish a standard for new commercial development adjacent to residential areas which does not permit an increase in noise levels in residential areas of more than 3 dBA CNEL, or create noise impacts which would increase noise levels to more than 65 dBA CNEL at the boundary of a residential area, whichever is the more restrictive standard.

Responsibility: Community Development Department

P.3 Noise Standards Applied to Remodel Projects: Noise standards shall be applied to multifamily residential remodel projects, where the remodelling is substantial.

Program 3.1: Review all building permit applications for compliance with the applicable noise standards, and require as necessary, the appropriate noise mitigating features.

Responsibility: Community Development and Building Departments

P.4 Interagency Cooperation: Continue to encourage other agencies to reduce noise levels generated by airports, heliports, roadways and other facilities.

Program 4.1: Continue to work with the County, the ALUC and AAC to reduce noise generated from Buchanan Field Airport by supporting implementation all of the recommendations contained in the FAR Part 150 Noise Compatibility Program and by carrying out a thorough ongoing noise monitoring program.

Responsibility: Community Development Department and the County Public Works Department

Program 4.2: Encourage the County to strictly enforce the Airport Noise Ordinance.

Responsibility: Community Relations Department

Program 4.3: Continue to operate and publicize the City's Airport Noise Complaint Hotline, and provide data on noise complaints to County officials.

Responsibility: Community Relations Department

4. The land use compatibility standards should be reviewed in relation to the specific source of the noise. These standards are based on measurement systems which average noise over a 24-hour period, and do not take into account single-event noise sources. For example, aircraft noise normally consists of a higher single noise event than vehicular traffic and has been linked to sleep interference and other significant problems, but occurs less frequently. Different noise sources yielding the same composite noise exposure do not necessarily create the same environment. Additional standards may be applied on a case-by-case basis where supported by acoustical analysis to mitigate the effects of single-event noise sources.

## Goal

The goal of the Noise section is defined as follows:

**Goal 1:** Minimize the amount of noise that existing future development creates and ensure an acceptable level of noise throughout the community.

## ***Policies and Implementation Programs to Reduce Noise Levels***

**P.1 Maintain Noise and Land Use Compatibility Standards:** Maintain the noise and land use compatibility standards indicated in *Figure 2*. The conditionally acceptable standards for outdoor noise are summarized as follows:

Residential Development	up to 65 dBA
Transient Lodging: Motel and Hotel	up to 65 dBA
School, Library, Church, Hospital and Nursing Home	up to 65 dBA
Auditorium, Concert Hall, Amphitheater, Sports Arena	up to 65 dB
Sports Arena, Outdoor Spectator Sports	up to 70 dBA
Office Building, Business, Commercial & Professional	up to 75 dBA
Industrial Manufacturing	up to 75 dBA
Agriculture	

The normally acceptable standards for outdoor noise are summarized as follows:

Park and Playgrounds, Recreational Open Space Areas	up to 72 dB
Golf Course, Cemetery	up to 75 dBA

**Program 1.1:** Review all land use and development proposals for compliance with the Noise and Land Use Compatibility Standards.

**Responsibility:** Community Development Department

**Program 1.2:** Use the 'Normally Acceptable' standard in *Table 3* to determine the need for noise studies and require new developments to pay for noise attenuation features as a condition of approving new projects.

**Responsibility:** Community Development Department

#### A. Noise Source Characteristics

The land use noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Community Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

#### B. Suitable Interior Environments

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or L dn. This requirement, coupled with the measured or calculated noise reduction performance of all types of structures under consideration, should govern the minimal acceptable distance to a noise source.

#### C. Acceptable Outdoor Environments

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered 'normally acceptable' for that land use category may be appropriate.

The Standards listed in *Figure 2* should be used to evaluate the compatibility between land uses and future noise levels in Pleasant Hill. A proposed development or land use located in an area indicated by *Map VIII-7* located within an acceptable level would not require any special noise abatement measures. For example, an office building proposed in an area with an exterior noise level exceeding 65 dBA, would be required have a combination of noise mitigating features such as additional noise insulation, building setbacks, noise walls or other measures as indicated by an acoustical study.

The following considerations should be taken into account when using the Noise and Land Use Compatibility Standards:

1. The goal for maximum outdoor noise levels in residential areas is a CNEL of 60 dB. This standard is applied where outdoor use is a major consideration, such as backyards in single family housing developments and recreation areas in multifamily developments. This standard should not be applied to small decks and balconies typically associated with multifamily residential developments, which can have a higher standard of 65 Ldn;
2. The maximum acceptable interior noise level in new residential development required by the State of California Noise Insulation Standards is an CNEL of 45 in multifamily dwellings. This standard continues to be applied to single family and all other residential development in Pleasant Hill. In addition the interior noise level for offices shall be CNEL 45 dB or less;
3. These standards are not intended to be applied reciprocally. In other words, if an area is currently below the desired noise standard, an increase in noise up to the maximum should not be permitted. The impact of a proposed project on an existing and use should be evaluated in terms of the potential for adverse community response, based on existing community noise levels, regardless of the compatibility standards; and

FIGURE 2: NOISE AND LAND USE COMPATIBILITY STANDARDS

Land Use Category	Community Noise Exposure CNEL or Ldn dBA			
	55	60	65	70
Residential: Low Density Single Family Homes, Duplex, Mobile Homes	.....	.....	.....	X
Residential: Multifamily	.....	.....	X	X
Transient Lodging: Motels, Hotels	.....	.....	X	X
Schools, Libraries, Churches; Hospitals	.....	.....	X	X
Auditoriums, Concert Halls, Amphitheatres	X	X	X	X
Sports Arena, Outdoor Spectator Sports	X	X	X	X
Playgrounds, Neighborhood Parks	.....	.....	X	X
Golf Courses, Riding Stables, Water Recreation, Cemeteries	.....	.....	X	X
Office Buildings, Business Commercial and Professional	.....	.....	X	X
Industrial, Manufacturing, Utilities, Agriculture	.....	.....	.....	X



**Normally Acceptable:**

Specified land use is satisfactory based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



**Conditionally Acceptable**

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



**Normally Unacceptable:**

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.



**Clearly Unacceptable:**

New construction or development should generally not be undertaken



U.C. BERKELEY LIBRARIES



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